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NEW ZEALAND

WESTERN SAMOA

1947

REPORT TO THE TRUSTEESHIP
COUNCIL BY UNITED NATIONS
MISSION TO WESTERN SAMOA

Presented to both Houses of the General Assembly by Leave

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INTRODUCTION

In a letter dated 24 January, 1947, the New Zealand Government transmitted to the Secretary-General of the United Nations, for submission to the Trusteeship Council a petition dated Apia, 18 November, 1946, from representative Samoan leaders of the Territory of Western Samoa.

The petition, which was addressed to His Excellency the Administrator of Western Samoa, read as follows :

“ We, the *Fautua*, Members of the Legislative Council, Associate Judges, *Faipule* and District Representatives of all Western Samoa, respectively ask you to submit to the present session of the United Nations Organization through the New Zealand Government, the freely expressed wishes of the Samoan people as declared at a *Fono* held at Mulinu'u on the 18 November 1946, based on our firm belief in the principles of the Atlantic Charter which have been proclaimed throughout the world and confirmed by the House of Parliament in New Zealand and for which millions of lives have been sacrificed.

“ The proposed Draft Agreement of the Trusteeship concerning which you sought our views was discussed at length at the said *Fono*, and while we recognize that this represents an advance upon the Mandate, we feel that an acceptance of it would bring us no nearer our ultimate aim of self-government for which we have earnestly and consistently striven under the Mandate.

“ We are appreciative of the progress in social services and the sympathetic treatment accorded to us during the past ten years by the Labour Government and would like to express herein our sincere gratitude for the efforts made on behalf of the rights of the small nations by the Right Honourable the Prime Minister before the Council of the United Nations Organization.

“ On the basis of the sacred rights of self-government as upheld and defended by the British Commonwealth of Nations and, on the principles of the Atlantic Charter, we feel confident that our resolutions, as set out hereunder, will be granted :

“ (1) We humbly beseech that Samoa be granted self-government.

“ (2) We earnestly pray that New Zealand will see fit to act as Protector and Adviser to Samoa in the same capacity as England is to Tonga.

“ (3) We sincerely pray that the unnatural division of the islands of the Samoan group enforced by the Three Powers in the past without the consent of the Samoans be left in abeyance until a meeting can be arranged between Eastern and Western Samoa.

Yours very respectfully,

[Signatures.]

The signatures include the names of the three *Fautua* (High Chiefs and Advisers), the four Samoan Members of the Legislative Council, one associate judge, and ninety-eight *Faipule* and district representatives.

The letter by which the New Zealand Government forwarded the petition to the Secretary-General of the United Nations was as follows :

" I have the honour to transmit herewith, for submission to the Trusteeship Council, a *petition from the representative Samoan leaders of Western Samoa*.

" 2. The occasion on which the petition was prepared and presented to the Administrator was a public gathering to which the Administrator invited all Samoans who wished to attend, in order to discuss the proposed Trusteeship Agreement for the Territory in the draft form in which it was presented to you on 28 October, 1946. The Administrator informed the petitioners that their views would be made known to the United Nations and that the petition would be placed before the Trusteeship Council upon its formation. It will be recalled that the New Zealand representative informed the Sub-Committee I of Committee IV at its meeting on 23 November, and during discussions in subsequent meetings, that the Samoans had expressed themselves as not desiring a Trusteeship Agreement but immediate self-government.

" 3. The New Zealand Government will be pleased to learn, in due course, what arrangements are proposed for the examination of this petition in consultation with the Administering Authority.

I have the honour to be,

Sir,

Your obedient servant,

P. FRASER (Signed)

Minister of External Affairs."

The statements made by the New Zealand representative in Sub-committee I of the Fourth Committee of the General Assembly in November, 1946, to which reference was made in the letter from the New Zealand Government, were the following :

" *Sir Carl Berendsen* : I would like to tell the Sub-Committee that at the same time as this Agreement is being discussed here, it is being discussed with those who are primarily concerned, and that is the Samoans. On the whole they think it is a pretty good Agreement. They think it is better than the Mandate was, but what they do say is—and this will interest the Members—that they do not want an Agreement at all. They think they are now ready for self-government. And nobody need be surprised at that. No proud and intelligent people—and the Samoans are proud and intelligent—and legitimately proud—can be expected to take any other course. It is encouraging that they hold that view. The point I want to make is that when we have disposed of our Agreement, and in the course of the ages disposed of all other Agreements and have, as I hope, set up a Trusteeship Council, then one of the first things the Trusteeship Council is going to be asked to consider is the question whether the Samoans are now ready for self-government."*

* Verbatim record of the sixth meeting of Sub-committee I of the Fourth Committee of the first session of the General Assembly, 23 November, 1946.

"Mr. McKay: This Committee heard our chief representative say the other day that the wishes of the people concerned are immediate self-government, and if these words were put in there, we might find ourselves inviting immediately some very extreme constitutional changes, changes to which we are not opposed at the right time; but the proper place in which to discuss constitutional changes perhaps is not in this Committee but in the Trusteeship Council."*

"He (Mr. McKay) hoped that the aspirations of the people of Western Samoa for self-government would come before the Trusteeship Council in the near future, much earlier than any date fixed in the Trusteeship Agreement."†

The petition, which was submitted to the Trusteeship Council on 26 February, 1947 (document T/Pet. 1/1), came up for consideration during the twenty-first meeting of the first session of the Council, on 22 April, 1947.

The representative of New Zealand, Sir Carl Berendsen, while commenting on the urgent and unique nature of the petition and pointing to the fundamental issue involved, asked the Council to inquire into the matter on the spot. His proposal was unanimously accepted, and the Council adopted the following resolution:

"THE TRUSTEESHIP COUNCIL

"Resolves that a committee composed of representatives of France, Mexico, the United Kingdom and the United States of America be authorized to formulate recommendations for the consideration of the Trusteeship Council with regard to the proposed visit to Western Samoa to be made, if agreeable to the New Zealand Government, the Administering Authority, during the period June to August 1947. The representative of the New Zealand Government is invited to join in the deliberations of the Committee.

"The Committee shall further recommend to the Trusteeship Council the terms of reference of the visiting mission and the instructions to be issued.

"The President is hereby authorized to confer with the Secretary-General with regard to the financial implications of such a visit, to obtain from him an estimate of the cost involved in the specific proposal and to make final arrangements for such a visit in the light of the Council's decision and the Secretary-General's report.

"The President is further authorized to confer, through the Secretary-General, with the New Zealand Government, as Administering Authority, to designate a suitable time and to make such other arrangements with the New Zealand Government as may be mutually agreeable."

* Verbatim record of the eighth meeting of Sub-committee I of the Fourth Committee of the first session of the General Assembly, 25 November, 1946, page 42.

† Summary record of the thirteenth meeting of Sub-committee I of the Fourth Committee of the General Assembly, 30 November, 1946, document A/C. 4/Sub. 1/76, pages 7-8.

At the twenty-third meeting of its first session on 24 April, 1947, the Trusteeship Council adopted a second resolution relating to the petition from Western Samoa, as follows :

“ THE TRUSTEESHIP COUNCIL

“ RESOLVES that subject to the provisions of rule 65 of its rules of procedure regarding financial implications, the Trusteeship Council hereby authorizes the sending of a visiting mission to Western Samoa with instructions :

“ (1) To investigate the petition dated 18 November 1946 of the *Fautua*, members of the Legislative Council, associate Judges, *Faipule* and district representatives of Western Samoa that Western Samoa be granted self-government, and

“ (2) To visit Western Samoa for this purpose, to remain in the Territory for a sufficient period to ascertain all the relevant facts and to report back to the Trusteeship Council ; and

“ That a committee of representatives of the nine members of the Council attending this session, together with the President, be authorized on behalf of the Council to select the individuals who shall compose the aforesaid visiting mission.”

Upon the recommendations of the *ad hoc* Committee mentioned in the last paragraph of the resolution, the Council decided during its twenty-seventh meeting on 28 April that the visiting Mission to Western Samoa should be composed of the following individuals : Mr Francis B. Sayre, President of the Trusteeship Council ; Mr Pierre Ryckmans, Honorary Governor-General of the Belgian Congo ; and Mr Awni Khalidy. It was further understood that in the event that Mr Khalidy should be unable to go, the three members of the Mission should meet to recommend to the Committee of Nine the name of a proposed substitute. Finally, it was agreed that the three members of the Mission should consider the proposal that possibly two expert consultants be appointed in an advisory capacity, and report back to the Committee. The Mission was further authorized to consider other matters relating to the staffing of the Mission.

After the conclusion of the meeting of the Trusteeship Council, the *ad hoc* Committee on the composition of the visiting Mission met again on 7 May. It was announced that Mr Khalidy found himself unable to participate in the Mission. Acting under authorization conferred upon him at this meeting, the President subsequently invited Senator Eduardo Cruz-Coke, of Chile, to become the third member of the Mission, and received his acceptance on 21 May, 1947. The composition of the Mission was, therefore, as follows :

1. Mr Francis B. Sayre.
2. Mr Pierre Ryckmans.
3. Mr Eduardo Cruz-Coke.

At the request of Mr Sayre, the Secretariat later engaged the services of Mr Felix Keesing, Professor of Anthropology at Stanford University (California), to be attached to the Mission in the capacity of an expert consultant.

Finally, the Secretary-General of the United Nations designated the following members of the Secretariat to accompany the Mission :

1. Mr Peter M. Anker, Assistant Director of the Trusteeship Division (Secretary of the Mission).
2. Mr Jean de la Roche, Chief of the Visits Section of the Trusteeship Division (Assistant Secretary of the Mission).
3. Mr Cleantho de Paiva Leite, Political Affairs Officer of the Trusteeship Division (Assistant).
4. Miss Regina Respler (Stenographer).

In a letter dated 16 May, 1947, the Secretary-General of the United Nations informed the New Zealand Government of the action taken by the Trusteeship Council and of the plans projected with regard to the visiting Mission. In a letter of acknowledgment dated 3 June, 1947, the Secretary of External Affairs of New Zealand informed the Secretary-General that the New Zealand Government would "be glad to give every assistance possible to the visiting Mission."

In the beginning of June, Mr de la Roche proceeded to New Zealand and Western Samoa three weeks ahead of the Mission to make the necessary preliminary contacts with the New Zealand authorities and the practical arrangements with regard to the installation of the Mission in Apia.

One member of the Mission, Mr Sayre, as well as the members of the Secretariat, travelled from New York via San Francisco and arrived in Auckland on 23 June, where they were received by representatives of the New Zealand Government. The following day Mr Ryckmans, travelling from Belgium via India, also arrived in Auckland, where preliminary organizational meetings were held on 24 and 25 June. Mr Sayre was elected Chairman of the Mission.

The Mission then proceeded to Wellington on 26 June, and the following days were spent in making official and unofficial contacts with members and officials of the New Zealand Government. The Prime Minister, the Right Honourable P. Fraser, received the Mission on 28 June, and stated his views on the problems involved.

Amongst the persons heard in Wellington were C. G. R. McKay, former Secretary of Native Affairs in Western Samoa ; Professor J. W. Davidson, lecturer on Colonial Administration at Cambridge University, England, who had recently carried out a thorough study of conditions in Samoa ; Professor Ernest Beaglehole, Professor of Anthropology at Victoria College, Wellington, ; Dr Beeby, Director of Education in New Zealand ; and Mr Parsonage, Officer in Charge of Education in the Department of Island Territories, Wellington.

The Mission left Wellington by plane on 3 July, and arrived in Samoa on 4 July, via Fiji. The mission was accompanied from Wellington to Samoa by Mr G. R. Laking, representative of the Prime Minister, and Mr R. T. G. Patrick, Secretary of Island Territories, who remained in Apia during most of the Mission's stay there and made themselves constantly available for consultation.

The third member of the Mission, Senator Eduardo Cruz-Coke, joined the Mission in Apia on 9 July, and remained with it until 8 August, when he had to return to his own country owing to urgent official duties there.

Professor Keesing, the expert consultant, also arrived in Apia on 9 July.

During the first two weeks after its arrival in Samoa the Mission held a series of meetings and interviews with officials of the New Zealand Administration, Samoan leaders, members of the European Citizens' Committee, spokesmen for the religious missions, and other representative groups and individuals. The Mission received, among others, the Samoan representatives who had signed the petition of 18 November, 1946. Some of these meetings were public, but many were private, in view of the confidential nature of the evidence presented. The Mission also made visits to various institutions, such as hospitals and schools.

In view of the reference in the petition to the regime existing in the neighbouring Kingdom of Tonga, the Mission decided to make a short visit to the capital of that country in order to acquaint itself with the system of government and the general conditions there. This visit took place from 20 to 22 July. The Mission studied and collected information regarding the government system and the general situation in Tonga.

Following its return to Apia the Mission spent ten days visiting the most important outlying districts of Western Samoa, travelling partly by car, partly by boat and canoe, and partly walking. Between 24 and 29 July a tour was made which practically encircled the Island of Upolu. The other main island, Savai'i was visited for four days, from 31 July to 3 August. During these journeys public meetings were held with the population of the main villages and the district leaders, and a number of private individuals were received by the Mission. Visits were also made to such institutions as hospitals, schools, and religious missions.

The last three weeks in Western Samoa were devoted to final investigations, additional meetings with New Zealand officials and with Samoan and European leaders, as well as to the preparation of the Mission's draft report to the Trusteeship Council. The Mission left Western Samoa on 28 August, and returned directly to the headquarters of the United Nations in New York, where the work was completed and the final text of the report adopted on 12 September, 1947.

CHAPTER I.—THE PETITION

The petition which the Mission was asked to investigate contains three requests :

- (a) The granting of self-government ;
- (b) Continued relations with New Zealand “ as Protector and Adviser to Samoa in the same capacity as England is to Tonga ” ;
- (c) Consultation between Eastern and Western Samoa with a view to ending the “ unnatural division of the islands of the Samoan group ” into Eastern and Western Samoa.

A. HISTORY OF THE PETITION

1. The circumstances surrounding the November meeting of the *Fono* (Council) of Representatives of all Samoa which drafted the petition throw revealing light upon the underlying significance and meaning of the petition.

2. On 28 October, 1946, the New Zealand Government presented to the United Nations its proposed draft of the Trusteeship Agreement for Western Samoa. Since the New Zealand Government was the mandatory Power, it was under no legal obligation to secure the prior approval of the Trusteeship Agreement by the people of Western Samoa. Nevertheless, consultation with the Samoan people was a course which the New Zealand Government desired to adopt, although under the necessity of first reaching agreement with “ States directly concerned ” (Article 79 of the Charter). Accordingly, New Zealand’s representative in Western Samoa, the Administrator, on 30 October made known, on behalf of the New Zealand Government, the terms of the proposed Agreement to his Samoan “ High Advisers,” the *Fautua*, and to the Legislative Council. Unfortunately, the gesture of friendliness lost its force because of its timing two days after the presentation of the draft Trusteeship Agreement by New Zealand to the General Assembly of the United Nations. The resulting impression upon the minds of the Samoans vitiated effective discussion by the Samoan representatives.

3. At that meeting one of the Samoan High Advisers stated that a document of this kind which affected the future of Samoa should have been submitted to the Samoan people earlier, and not at the last moment, just before being brought before the United Nations. One of the Members of the Legislative Council voiced the opinion that Samoa had been partitioned in 1899 without the consent of the people, that it had been handed over to New Zealand in 1919, and that now in 1946 the same thing was being done in the same way, without consulting the Samoans. The *Fatua* and the Samoan Members of the Legislative Council were emphatic that the question should be held over until the

pinion of the people as a whole could be consulted. In response to this request the Administrator called a *Fono* (Council) of all Samoa to meet the following month and discuss the draft Trusteeship Agreement.

4. The *Fono* assembled at Mulinu'u on 13 November, 1946. It was attended by the *Fautua*, the *Faipule* (district representatives), Samoan associate Judges, and additional representatives from each district. On the opening day the Administrator distributed 180 copies of a Samoan translation of the proposed Agreement, and gave a general explanation of its significance. A personal representative of the Prime Minister, Mr F. Shanahan, came by air to attend the meeting and made a brief statement, saying that the Prime Minister wished the Samoans to "have a full understanding of the Agreement and its great advantages." The next four days were devoted to discussions among the Samoans without New Zealand officials being present. On 18 November the latter returned, and the Administrator was presented with a petition. He and Mr Shanahan spoke at length on this and the following two days in an effort to convince the Samoans that the draft Agreement was not inconsistent with the purposes of the petition. But Samoan spokesmen stood firm against the Agreement, and the meeting finally adjourned on 20 November with mutual expressions of goodwill and respect.

5. The wording of the petition reveals the fact that the terms of the draft Agreement were not considered thoroughly, nor well understood. In the letter dated 18 November, 1946, incorporating the petition, the petitioners stated :

"The proposed draft Agreement of the Trusteeship concerning which you sought our views was discussed at length . . . and, while we recognize that this represents an advance upon the Mandate, we feel that an acceptance of it would bring us no nearer our ultimate aim of self-government . . . "

6. The signers of the petition clearly disregarded the fact that one of the outstanding differences between the Mandates charter and the new Trusteeship Agreement was that while the Mandate contained no specific promise with regard to self-government (though such a promise was implicit in the provisions of the Covenant of the League of Nations) the Trusteeship Agreement expressly sets self-government as a basic objective. The New Zealand Government, as the administering authority, is committed to promote "progressive development towards self-government or independence as may be appropriate to the particular circumstances of each Territory and its peoples and the freely expressed wishes of the peoples concerned"; to foster the development of "free political institutions suited to Western Samoa"; to "assure to the inhabitants of Western Samoa a progressively increasing share in

the administrative and other services of the Territory"; and to "develop the participation of the inhabitants of Western Samoa in advisory and legislative bodies and in the government of the Territory" (Annex III).

7. On 13 December, 1946, the draft Trusteeship Agreement was approved by the General Assembly of the United Nations.

8. On 17 December, 1946, the Administrator called a public meeting of the European residents of the Territory to discuss the Trusteeship Agreement and other matters relating to the petition from the Samoan leaders. A series of public meetings among the European residents followed, at one of which (4 February, 1947) a European Citizens' Committee was elected by them to formulate the ideas of this important and influential section of the population. The recommendations of this Committee as accepted by the majority of the Europeans were presented to the Mission on 8 July, 1947, as a six-point programme. This programme, which was slightly amended in a later meeting with the Mission, accepts the principle of self-government, but asks for a transition period for training and adjustment (Annex ~~V~~**VI**).

9. Late in May, 1947, following the decision of the Trusteeship Council to send a Mission to Western Samoa, further meetings were held by the Samoan leaders and district representatives at Lepea Village, near Apia. These meetings continued up to the arrival of the Mission and during its stay in Samoa. On 23 July, in compliance with a request by the Mission for specific proposals as to what form self-government should take in the Territory, the Samoan leaders presented a plan for a new government of Western Samoa (Annex VII).

10. Before the Mission's arrival in Western Samoa, the New Zealand Government and the local Administration had under consideration plans to implement the Trusteeship Agreement and to enact legislation in conformity with the principles of the Trusteeship System. The Mission was kept informed of existing plans and heard the views of local officials. Further reference to this matter will be found in the concluding chapter of this report.

B. SIGNIFICANCE OF THE PETITION

11. Practically all Samoans wish to see their own leaders at the head of the Government of their country as soon as possible. The acceptance of the Trusteeship Agreement is not in any way incompatible with these aspirations, since the Agreement establishes for the administering authority the duty not only to grant self-government as soon as the inhabitants are ready to assume the responsibilities it implies, but also to take positive measures to speed up the achievement of that aim. Unfortunately, however, because of their apparent failure to study the

terms of the draft Trusteeship Agreement, the Samoans seem to have assumed when preparing the petition that any agreement reached by foreign Powers with respect to Samoa without their consent would put the Territory once more under foreign domination for an indefinite period. The focus of their attention, therefore, was not upon the content of the Agreement, but upon the opportunity which it presented to convey Samoan aspirations to the United Nations.

12. An experienced observer remarked, with reason, that once the draft Agreement was submitted to the Samoan leaders under such circumstances, it was inevitable that a petition would be forthcoming. Faced with a choice between immediate self-government on the one hand and on the other progressive development with the certainty of autonomy after a transitional period, many Samoans would probably have accepted the progressive way, as indicated by evidence brought later before the Mission. But they apparently believed that the choice lay between independence and foreign domination, and before this alternative no Samoan could hesitate.

13. The fact that they expressed disapproval of the draft Trusteeship Agreement does not imply, however, that the Samoans are hostile to the United Nations, or to supervision by the Trusteeship Council. Everywhere the Mission was received with warm cordiality and with the greatest honours which traditional courtesy could offer. No one challenged the sincere solicitude of the United Nations for the smaller peoples. On the contrary, the Samoan spokesmen emphasized on many occasions their hope that the "Government of the United Peoples would act as a father to our small and weak country." It was even proposed in the plan offered by the Samoan representatives to submit to the arbitration of the United Nations the ultimate decisions on any legislative measures vetoed by the representatives of New Zealand.

14. Little detailed knowledge of the Trusteeship System, it is true, has penetrated general Samoan thought, and this is even the more true as something of a new vocabulary had to be invented by the officials in order to translate the concepts involved into the Samoan language. But the leaders, at least, are well aware of the outstanding facts of the trusteeship system, and they appear to accept the continuing relationship with the United Nations not only without question, but also with genuine appreciation. The only uncertain note was a slight scepticism expressed on two occasions by Samoan spokesmen as to the permanence of the United Nations, as successor to the League, and the worth of written agreements.

15. The important fact, however, is that the sending of the petition and the visit of the Mission have strengthened immeasurably the relationships between the people of the Territory and the United Nations Trusteeship Council. The ideas of the inhabitants of the

Territory have been clarified as to the role and responsibilities of the administering authority, including its commitments in relation to the welfare of the inhabitants and their progressive development towards self-government. Statements made by the Mission on numerous occasions were carefully worded to promote and clarify such understandings.

16. While the presentation by the New Zealand Government of the draft Trusteeship Agreement was seized upon as the favourable moment to launch the petition, the underlying causes go much deeper. They must be sought in the natural desire of the Samoan people to control their own affairs, in their troubled past and in nearly half a century of control by outside Powers. Historically, the petition is one more move in a consistent and dynamic struggle against the domination of Samoan affairs by outsiders. While the desires of the Samoans in part reflect the world-wide modern nationalist spirit which opposes *all* alien rule as such, they are also strongly marked by the grievances which the Samoans feel against the particular forms of foreign rule under which they have lived for the last fifty years. The memories of former greatness and of past independence, the resentment against the partitioning by the Three Powers, the disturbances that occurred under the German regime, the *Mau* movement which was initiated as a protest against unpopular measures taken by the New Zealand administration and which dominated the life of Western Samoa from 1926 to 1936, the strong reactions against all kinds of discrimination made between Samoans and Europeans on a racial basis, the present-day dissatisfaction concerning alleged failures of New Zealand rule, all go to make up the general pattern against which the petition must be considered. Again and again, in evidence given before the Mission by Samoans, as well as in songs heard during entertainments, this double trend of Samoan feeling was brought to the surface. "We want to be free ; we want self-government because it is our birthright "—and, "We want roads, and schools, and health—more than what New Zealand has given us."

17. The evidence before the Mission would seem to indicate that the Samoan leaders, in formulating the petition, did not have clearly in mind at first what was meant by self-government. The petition speaks of "our ultimate aim of self-government." It was only later—when the petition went forward, the coming of the Mission was announced, and the regular meetings of Samoan representatives began—that the objective of immediate self-government took form and grew in strength. Here, it seemed, was the golden opportunity to get control of the country. As one spokesman said: "This is the time. There is no to-morrow, only to-day. This is what is behind the minds of the Samoans."

18. In view of the psychological factors involved in this situation it seems clear that the Samoans would not be satisfied with piecemeal improvements made here and there in the existing system, even though these may remedy the grievances, or with financial and other contributions to promote the general welfare. They can be satisfied only by some dramatic and fundamental changes which will give them a sense that the Government they are to live under is their own, and that they are on the pathway to full self-government.

C. DOES THE PETITION REPRESENT THE FREELY EXPRESSED WISHES OF THE PEOPLE IN WESTERN SAMOA AS A WHOLE ?

19. The petition was prepared by Samoan leaders with collaboration from certain European associates, and was presented by the *Fono* of Samoan representatives to the Administrator without preliminary consultation with the European community. This latter group learned of its contents only later. Their views on the petition are referred to in a special section of this Chapter (paragraphs 32-34).

20. Regarding the Samoan people, the reply to the above question is delicate, and the members of the Mission are not in complete agreement on the interpretation of the facts. At all the public meetings except in the district of Falealili (population, 2,600), the orators appointed as spokesmen stressed the unanimity of Samoans in backing the petition, and at the same time emphasized the right of the *Fautua* and other representatives to formulate Samoa's views as qualified spokesmen for the country. In the main, when questioned about their detailed desires regarding what form self-government should take, they replied that it was for these representatives to decide. There is an impressive outward appearance of unanimity.

21. On the other hand, many responsible Europeans, and also some of the Samoans heard in private meetings assured the Mission that a considerable number of the inhabitants were not insistent upon any important change of regime, and that a large proportion—perhaps a majority—although supporting the aim of self-government—were not in favour of self-government immediately. To hand over full authority to the Samoans now, they said, would be premature and would quickly provoke internal rivalries and strife. They emphasized that the Samoans are not yet sufficiently trained to assume the full responsibilities of government, though they are capable of taking more than are at present allowed to them.

22. A number of the Samoans who expressed such views, which they said represented the feelings of many of their compatriots, were associated in one form or another with the Administration, and some

had become British subjects. Although this circumstance limits the value of their testimony, they are nevertheless in a position to appreciate better than the majority of the other Samoans how much knowledge and work are required for the smooth running of the governmental machinery.

23. Some of the members of the Mission received the impression that the almost total absence of public expression of dissent was due to traditional Samoan practice and, possibly, as some witnesses before the Mission claimed, to political pressure by higher level leaders. It is part of Samoan customary practice that all collective decisions reached in political gatherings are crystallized by leaders of high rank after full discussion of all the viewpoints involved, and are then presented as a unanimous opinion. Any one who disagrees with such decisions bows to this dominant viewpoint and at the time of the presentation of the group opinion voices no expression of dissent. This, however, will not prevent such a person from expressing dissent or acting in opposition at a later day. As an example, the three leaders chosen to represent the district of Falealili signed the petition in the *Fono* which initiated it. Yet, when the Mission visited that district in July, these representatives took an active part with the other local leaders in expressing the district's collective opinion that self-government should be granted only after a preliminary period of educational preparation.

24. The members of the Mission, therefore, although differing in opinion as to the numerical importance of the opposition, agree that it is *politically* negligible. Furthermore, this opposition is concerned only with the timing of self-government; the objective of self-government is unanimously accepted.

25. During the Mission's visit to the different districts it was received in all of them, except in Falealili, by Samoans wearing the old uniform of the *Mau* movement, a *lavalava* (waistcloth) of blue with a white stripe. The wearing of this uniform was renewed shortly before the arrival of the Mission as the symbol of the movement for self-government. In all meetings the orators and chiefs expressed to the Mission their request for self-government. Probably many of them could not have described exactly what they wanted, but there was undoubtedly a unanimous desire for a change of government, immediately or in the near future, but by all means a change in order to give to the Samoans the direction of their own affairs.

26. The Samoan leaders caught and gave expression to this emotional tension in such a way that one can say that in Western Samoa there is in existence *now* a clearly well-defined public consensus in favour of self-government. The idea of self-government has been launched and is making its dynamic way.

27. An intelligent observer connected with the New Zealand Government had reason to remark: "The petition to the United Nations, the meetings among both Samoans and Europeans, to work out the details of the case of self-government, the appointment of the Commission by the Trusteeship Council, have given the movement its own momentum; even the leaders could not stop it now, if they would; they can merely clarify and modify the form of their demands."

D. WHAT DOES THE CONCEPT OF "SELF-GOVERNMENT" MEAN TO SAMOANS?

28. It is clear that the Samoan people want to control their own destinies rather than be under alien rule. Spokesmen repeatedly said that "freedom is our birthright and heritage given by God." "What we want," one said, "is that the Samoans should control our own Government, and run it according to our will." The Mission met with a complex though consistent state of mind, which combines many ideas, images, and sentiments. To the mass of Samoans the concept of self-government has little definiteness as yet, beyond a strong conviction and feeling generated by the dynamic factors to which reference has already been made. Questioning by the Mission showed that the ordinary people not only are willing to leave the sharper formulation of what self-government means to their high level leaders, but also expect this to be the task of such leaders.

29. By contrast, the leaders have been articulate. They cited the principles of the United Nations Charter and the Atlantic Charter as relating to their aspirations. In response to a request made by the Mission to the Samoan representatives for a more detailed plan of self-government, the Mission was given on 25 July, 1947, a statement of the Samoan five-point plan (Annex VII), which in abbreviated form is as follows:

- (1) *Head of State*: The three *Fautua*.
- (2) *Parliament or Legislative Body*: The forty-one *Faipule*, together with three or four Europeans. Heads of Departments to be present, but to have no right to vote.
- (3) *Role of New Zealand*: The representative of New Zealand would protect the interests of foreigners. He would have a limited right of veto, subject to appeal to the United Nations.
- (4) Advisory Committees for questions of health, education, public works, finance, and agriculture. A Samoan Public Service Commission or Board should be created with full power to select local people for Government positions on their merits.
- (5) The return to the Government of Western Samoa of the lands of the New Zealand Reparations Estates.

30. Samoan leaders know that local people are not capable of filling all the positions in the Government, and that the country would, at least for the present, need help from outside. They believe, however, that administrative problems are essentially a question of executive technique, for which outsiders could be "hired," and that they themselves are capable of assuming the responsibility for making decisions of general policy.

31. The viewpoint of the majority of the Samoan people, therefore, as expressed by the *Fautua* and by chiefs and orators who addressed the Mission in Apia and in the villages of Upolu and Savai'i is that the "authority and dignity" or the "pule" as the Samoans call it, should be handed over at once to a Government of their own. But some individuals, and also the spokesmen for the whole Falealili district while accepting self-government as the ultimate objective, proposed to the Mission a slower transition in self-government to prevent abuses. The significance of this dissenting opinion has been referred to earlier.

E. WHAT IS THE POSITION OF THE RESIDENTS OF EUROPEAN STATUS REGARDING THE QUESTION OF SELF-GOVERNMENT?

32. A number of Europeans, among them missionaries, businessmen, and Government officials, expressed themselves before the Mission as opposed to immediate self-government, although they accepted the objective of self-government. Several full Europeans expressed great scepticism as to the ability of the Samoans to assume the full responsibilities of Government without a very prolonged period of change and development. At the other extreme, a part-Samoan member of the Legislative Council elected by the European residents declared himself to be in complete agreement with the Samoan leaders on the question of self-government. But agreement seems unanimous among all Europeans that vigorous forward steps are needed in training leaders and entrusting increasing authority to local hands.

33. The European Citizen's Committee, which formulated the representative viewpoint of the European community, presents as the first of its six points (Annex VI), the need for a "transition period." This tentatively set at ten years, to be extended if necessary. Immediate reforms should be launched, the Committee believes, directed in the main toward training the local people to handle the problems of Government.

34. The locally-born Europeans are clearly disturbed as to the position they would occupy as a minority in a self-governing Samoa. They feel, with justice, that since Samoa is their home they should not be pushed arbitrarily aside in any developing plan. The original

meeting of European residents held on 17 December, 1946, was purposely called by the Administrator to "allay the fears" of this section of the community as induced by "wild rumours as to what would happen to them once the Samoans received self-government." Many of the Europeans believe that, if full authority were to be handed over to the Samoans now, their position and interests would be seriously jeopardized. This belief is partly based on certain statements made before the Mission's arrival by Samoan leaders, in consultation with the European Citizens' Committee, to the effect that Europeans would be "recognized" in a self-governing Samoa only if they accepted Samoan status. Later, however, the Samoans accepted the idea of a separate representation for inhabitants of European status.

F. WHAT IS IMPLIED IN THE REQUEST THAT NEW ZEALAND CONTINUE AS "PROTECTOR AND ADVISER"?

35. This request can be considered as representing the general desires of the resident population. It is true that an undercurrent of opinion has existed in some quarters that the United States should be asked to assume control of Western Samoa. This is found particularly in the district where free-spending American Forces were encamped during the war period. Other districts, together with high level Samoan leaders, have opposed this idea, feeling that they know and can work with the New Zealand Government and its leaders.

36. Responsible Samoans are quite aware that it is inevitable and necessary for such a small island area to continue to be linked with some larger political entity, which will provide for its external security and control its international relations. One aspect of this protection emphasized by Samoan spokesmen is that the indiscriminate entry of European settlers, and also entry of Asiatics, should be forbidden to prevent the Samoans from being "destroyed." The leaders are also aware that outside aid will be needed for some time to come in the many activities involved in carrying on a modern Government.

37. It is noteworthy that the decision to ask New Zealand to act as "Protector and Adviser" was reached without pressure from New Zealand. During the four days of the November *Fono* in which the petition was being formulated no New Zealand officials were present, and the Mission understands that the spokesmen for a number of districts took a strong stand in favour of continuing New Zealand control. The minutes of the *Fono*, however, show clearly that, in asking for a continuing relation with New Zealand, the Samoan leaders did not visualize continuation of the present form of administration. The Honourable Tamasese, spokesman for the *Fono*, after speaking of the satisfaction and trust which the Samoan people have toward New

Zealand and the present Prime Minister, said: "We have great faith that through them the Samoan people will gain what they are looking for . . . the right to exercise their own Government with the advice and protection of New Zealand." The concept of "advice and protection" was taken from the case of Tonga, where a British Consul and Agent exercises such powers on behalf of the British Government.

38. Past relations between New Zealand and Western Samoa throw light upon this part of the petition. Clearly there is dissatisfaction with the existing form of Government. Yet, at the same time, the terms of the petition prove that Samoan leaders do not question the good will of the New Zealand Government and its interest in the welfare of the territory.

39. New Zealand has done much for Samoa. In exercising the international Mandate it has had no thought of exploiting to its own profit the islands and the population of Western Samoa. The economic interests of the Samoans have been put first, even at times in the face of strong pressure from non-Samoan interests. A case in point has been the progressive repatriation and exclusion of Asiatic labourers in order to safeguard the integrity of the Samoan people. Alienation of lands to Europeans has been prohibited. Public health, education, and other welfare services have been greatly advanced. Samoan customs have been respected. Substantial money grants have been given for development and welfare to supplement local revenues.

40. At the same time, New Zealand's role has been a difficult one. Through the greater part of its thirty-three years of rule it has lacked the freedom to develop the kind of policies for Samoa which it wished. From 1915 to 1920 its regime was a military Government under the laws of belligerent occupation. The Germans had suppressed the highest Samoan political organization, and this had generated resentment against outside rule. Influential German settlers during the first years of the New Zealand administration, and some of their part-Samoan descendants, have shown little sympathy with New Zealand. A number of them were interned during the last war. After 1920 the first zealous efforts of New Zealand to develop a vigorous programme of progress and welfare—which history records as having pressed the Samoans too hard—collapsed in the face of the *Mau* movement. The non-co-operation of the *Mau* practically paralysed the administration, by the will of the Samoans themselves, from 1926 to 1936. The sharp world economic depression of the 1930's added increased difficulties.

41. In 1936 the new Labour Government in New Zealand sent a "goodwill mission" to Samoa. Making its peace with the *Mau*, it launched a constructive political programme. Then came the Second World War from 1939 to 1945, during which continued normal development was hampered by the difficulties of maritime transport, supply, and other factors. Since the war new forward steps have been taken.

An outstanding event was the visit of the Prime Minister of New Zealand to Samoa in 1944, which aroused a warm sense of personal friendship and appreciation among the people. Progress was again delayed by the international situation: the slow process of bringing into effect the new trusteeship system, and the coming of the United Nations Mission itself. During the thirty-three years of New Zealand Administration, therefore, there has been barely ten years of fruitful activity.

42. Under these circumstances it is quite understandable that many grievances should have been generated. During its investigations a wide range of criticism of the New Zealand Administration was brought to the attention of the Mission by both Samoan and European witnesses. New Zealanders themselves, including Government officials, were in some cases highly critical. Many of these grievances and criticisms are discussed in other parts of the report.

43. Such criticisms ranged all the way from minor complaints, such as the inadequate water-supply of a certain village, or non-payment of promised compensation for certain trees destroyed in building a military road, to sweeping attacks, for instance, upon the educational system, the wage structure, political control from New Zealand, and the general failure of New Zealand to prepare the people for self-government. Some witnesses went back as far as the 1918 influenza epidemic in the attempt to demonstrate the inadequacy of New Zealand rule. Frequent mention was made of "broken promises" and of grievances being "ignored."

44. A number of the matters raised were based on incorrect information. Samoa, without adequate channels of public information, either external or internal, is a prey to loose rumours, which travel fast and grow in the process; the Mission itself did not escape the breath of rumour. The fact that consent of the people has not been needed to determine a policy or carry through a proposed measure has frequently meant that the Administration has failed to explain its motives. Furthermore, since the people have no share in such actions and hence carry no responsibility, almost any move by the Administration is likely to be misunderstood and criticized.

45. An important fact, however, is that grievances and criticisms such as these have not prevented the people from requesting that relations be continued with New Zealand. The wishes of the Samoans have been made clear in the petition. The Europeans seem virtually unanimous in support of a continued New Zealand Trusteeship. One of the European members of the Legislative Council made this clear at the original meeting held on 30 October, 1946, when he said: "The great majority of the European residents of Western Samoa are in favour of New Zealand having the trusteeship for Western Samoa."

46. Under these circumstances the way seems open for New Zealand to go forward, as it is already doing, with constructive plans for the progressive development of a self-governing Samoa. It is for the Samoan and European population of the Territory to understand their limitations, which must be translated into temporary restrictions in the exercise of self-government. It is for the United Nations to look with understanding on this embryo of a nation struggling to work out its destiny within the framework of the trusteeship system.

G. REFERENCE TO THE TONGAN GOVERNMENT

47. Samoan leaders made it clear to the Mission that the case of Tonga was introduced into the petition merely to demonstrate that self-government could exist in such an island community, with aid and protection from a larger outside authority. It was not intended that Western Samoa should become a close replica of Tonga.

48. Conditions in Tonga, as the Mission saw on its brief visit, are very different in specific respects from conditions in Samoa. Tongan political life, built upon a single hereditary sovereign and a nobility, does not correspond to the Samoan political system. Samoa lacks a universally accepted single ruler. There is little historic unity between the Samoan leading families and between the followers of the three "Royal descendents" of the highest rank and honour (the *Fautua*).

H. REFERENCE TO EASTERN SAMOA

49. The third paragraph of the petition prays "that the unnatural division of the islands of the Samoan group enforced by the Three Powers in the past without the consent of the Samoans be left in abeyance until a meeting can be arranged between Eastern and Western Samoa."

50. From its arrival in Samoa the Mission made clear that its authority under the Trusteeship Council did not extend to consideration of this problem. For the record, it may be said that the question of unifying the two parts of the Samoan group, one under New Zealand Trusteeship and the other a United States possession, was brought up from time to time by Samoans who talked with the Mission.

CHAPTER II—POLITICAL ADVANCEMENT

A. GENERAL CONSIDERATIONS

1. The Territory of Western Samoa, in view of its small size (about 1,130 square miles) and limited resources, would not be expected to attain in the foreseeable future the political status of a fully independent nation, but no geographical impediment exists to prevent the development of self-government. For comparison it may be noted that the Territory is more than four times the size of the Kingdom of Tonga.

2. The total population of the Territory is currently estimated to be about 72,000, and is rising with extraordinary rapidity through remarkably high excess of births over deaths in both the Samoan and the European groups. If present trends continue, the population should number about 150,000 within 2 decades. Planning in relation to self-government and welfare must take account of this strong upward surge in population numbers among both the major population elements. Small groups of Chinese, nearly all elderly labourers, and of islanders from neighbouring Pacific territories, are not significant political elements.

B. STATUS OF THE INHABITANTS OF WESTERN SAMOA

3. The categories "Samoa" and "European" which have developed historically, each with its particular legal status, in Samoa, would appear to have no sound justification in the long-term political and social development of the Territory. About 93 per cent. of the present "Europeans" are partly of Samoan ancestry, and nearly all of them consider Samoa as their home. Excluding Government officials, employees of the New Zealand Reparations Estates, and missionary groups, there are only about seventy-five full-European residents, many of them married to persons of Samoan ancestry. The distinction between "European" and "Samoa" seems unnecessary, and is certainly unfortunate in its psychological repercussions (See Chapter III, Section A). Part-Samoans, for example, are found in both groups. In principle, therefore, it is desirable to abolish this division as rapidly as possible. All *bona fide* permanent residents of the Territory should be placed on an equal legal footing as residents or citizens of Western Samoa. The situation in Tonga could profitably be studied in this connection.

4. Such a major step, however, will require a transition period. Persons now of European status should, of course, be given the right to choose whether they wish to be classified as residents (or citizens) of Western Samoa or persons of foreign nationality. It seems indispensable that the population of foreign nationality must be given special protection, though not special privileges.

5. Politically this population of foreign nationality would be a small minority. Even if they were to be given voting power proportionate to their numerical strength this would afford them practically no political power in the life of the country. Their economic role, however, is likely to continue as at present to be indispensable, and their rights must be safeguarded. Hasty legislative measures taken against them might seriously imperil the economic and social life of the country. Furthermore, the principle of equality before the law would not give them adequate protection. Equality is not a guarantee unless it applies to identical situations. Very few Samoans, for example, are engaged in foreign trade. No Samoan follows the profession of banker. Such fiscal or economic measures as a Samoan legislature might possibly wish to take effecting external trade or banking operations would have direct effects upon hardly any Samoan. In spite of their seeming uniformity, measures such as these might, in fact, have a clearly discriminatory character.

6. A desire on the part of the Samoan leaders to keep outsiders from coming to Samoa so as to protect their people and resources from encroachment was a frequent theme during the interviews between the Mission and the Samoan leaders, and appears in the Samoan plan for the new Government (Annex VII). The Samoans seem to envisage the interdiction of immigration of all persons of foreign nationality except missionaries, public officials, and employees of private firms, and then only if their positions cannot be filled by local residents. Permission to stay in the Territory under the proposed Samoan plan would apparently be given only for a limited period, and even the exceptions here made might have only a transitory character. It is certainly desirable to control new immigration carefully, but precautions should be taken in order to avoid excesses or abuses arising out of a momentary ill-feeling regarding certain classes of prospective immigrants. The immigration control exercised by the New Zealand authorities appears to have taken adequate care of the problem.

7. Protection of the population of foreign nationality would be facilitated if it were found desirable to establish a city or town area of Apia, where the great majority of Europeans are living (see paragraphs 50 and 72-75 of the present chapter). Its by-laws or regulations could deal appropriately with their interests.

C. READINESS OF THE PEOPLE FOR SELF-GOVERNMENT

8. The Samoans have a national identity and are acutely conscious of their distinctive characteristics. They possess a language of their own and an indigenous culture fitted to the conditions of life in their isolated islands. They also have a traditional political organization which, though undergoing substantial changes, is still largely intact.

Though it differs greatly from a representative democracy, it seems to the Mission to provide a suitable basis for progressive development in self-government. Certainly self-government must not be made to await the slow acquisition of any western form and philosophy of government, nor must its character be shaped arbitrarily by outside authority.

9. The indigenous Samoan system of political organization is at present actively handling village and district affairs, and to a lesser degree national affairs, though for the most part outside the framework of the New Zealand Administration. It is based upon a hierarchy of "title-holders" (chiefs and orators). These title-holders meet in councils, or "*Fono*s," of the villages, the sub-districts and districts, the extended families, and at the highest level, as the representatives of all Samoa. Each title-holder is the responsible head of a co-operative family group with whom he is likely to discuss current matters, so that, to a certain degree, channels of discussion and opinion are open all the way from the lowly untitled family member to the highest title-holder of the "Royal" family lines.

10. There is a small but increasing group of Samoan leaders who by now have some understanding of the processes of modern government. These are usually holders of high titles who have gained experience as Government officials. Being of importance according to Samoan custom, they carry prestige and some influence beyond their immediate family and village; in the case of the "Royal descendants" they have the respect of the Samoan people as a whole. Such leaders possess self-esteem and a great pride in being Samoans.

11. To some degree the Samoan social structure is changing under an impetus from the people themselves. Some of the high-level title-holders, for example, have adopted to a considerable degree western ways of living. There is also a tendency for the authority of title-holders to be undermined. The existence of a money economy lessens the dependence of persons of lower rank upon their leaders, and opens the way for such persons in earning money to attain importance beyond that traditionally allowed, or even to break away if they wish from the family and community group altogether. Furthermore, the rapid increase of population without any increase in the number of *matai* titles may menace the whole *matai* system. A number of observers believe that one element in the present move for self-government is the desire of some leaders to reinforce or regain their traditional control in the face of this tendency towards a more individualistic and equalitarian way of life. Delicate as the matter is, the Mission would not wish to suggest the creation of a situation in which normal political development of the people as a whole would be turned back in favour of any privileged group. In due course [particular Samoan districts and the Samoan people as a whole may well wish to replace the present

matai control in political affairs with the more representative system of universal suffrage. At least the way should always be open for the mass of the people to express their will by petition or otherwise in favour of such a change.

12. Although Samoan political organization, subject to development along lines desired by the Samoan people, is capable of forming a basis for progressive self-government, it must be recognized that this organization is as yet immature in terms of the needs and standards of modern government. Competent as the Samoan people are to run their traditional affairs, they have limited knowledge of the political techniques developed in the more advanced countries, especially those connected with the conduct of a central Government for the Territory as a whole.

13. The Samoans for the most part still lack a strong civic sense as far as national affairs are concerned. In Samoan history no effective central Government has ever been freely accepted by the people as a whole. The loyalty of the Samoans is great, but it has not developed strongly beyond the level of the family and village groups. The solidarity of family and village, indeed, makes difficult the acceptance of any larger outside authority; it is a solidarity which may at times stand in the way of justice and merit. Many impartial observers consider this lack of national unity and discipline the main obstacle to self-government at the present time.

14. The Samoans are literate in their own language. But there is no background of written Samoan literature, and the Samoan language is hardly capable of providing the concepts for modern-style government. Very few Samoans, however, have yet had the opportunity to master a world language, in this case English, which adequately expresses such concepts of government. Furthermore, the Samoans also lack the necessary educational foundations to make it possible to recruit sufficient competent candidates for the official services. The level of mass education in Samoan schools does not reach beyond the lower primary grades and a relatively small proportion of Samoans have finished even the Samoan type of primary education, which is two or three grades lower than New Zealand standards. Very few, indeed, have any secondary education, and almost none have done post-secondary study.

15. Samoans also lack political experience. In the Administration only minor positions have so far been held by Samoans. Even within their own political organization the system by which title-holders have exercised the traditional authority did not prepare them for participation in the government of a modern type of State. Because this Samoan organization is almost wholly carried on outside the constitutional framework of government—that is, outside the New Zealand Administration—there has been little opportunity for officers of the Government to guide them and to turn any mistakes to profit through constructive criticism.

16. Shortcomings such as these point to the conclusion that Samoans are not at the present time capable of assuming, without assistance from outside, the full responsibility of the government of their country. Even a limited degree of self-government involves risks which are not underestimated by the Mission. But these risks must be taken. The only way to promote education in self-government is to put political responsibility into the hands of the people to a degree where they can learn. Training in self-government can come only through actual experience, sometimes costly.

17. The Samoan people themselves recognize to a considerable degree their own limitations and the necessity of receiving help. They showed this by their request that New Zealand act as protector and adviser, and also in their willingness to accept outside technical aid in the administration. However, they will not welcome such help if they do not have a Government which they feel is their own, and in which they have an important, or even a dominant, role in the making of decisions.

18. Under these circumstances the Mission feels that only a dramatic movement toward self-government can satisfy the aspirations of the people. The risks of trouble for Samoa, for the New Zealand Government, and for the Trusteeship Council, are greater if much is withheld than if much is given. Too parsimonious a measuring out of self-government would be worse than nothing. Fortunately, the New Zealand Government is thoroughly aware of this situation, and has outlined to the Mission plans for government reorganization which indicate that it is willing to accept these risks.

D. GOVERNMENT OF WESTERN SAMOA

19. As mentioned in the previous chapter, the Samoan leaders asked the United Nations that self-government should be granted to the Samoan people and that New Zealand "act as Protector and Adviser." This request represents the profound feeling of the great majority of the politically important Samoans. Even if the existence of grievances, both real and imaginary, against the New Zealand Administration contributed to creating the state of mind which found expression in the petition, the Mission is convinced that partial reforms and even considerable improvement to meet these grievances cannot satisfy the aspirations of the Samoans. The psychological factors which have played a predominant role in producing the existing situation must be taken fully into account. Only a fundamental change in the policy followed by the New Zealand Government can meet this aspect of the problem.

20. It is essential as a basis for the development of self-government that the residents of Western Samoa should from now on feel that they are living under a Government which is their own.

21. It will be necessary to have much more active co-operation between the population and the authorities than has existed in the past if solutions are to be found for the outstanding problems of the country. In the present situation a foreign Government is incapable of getting such co-operation. This, too, calls for a radical change in the current state of mind, a change which could not possibly come unless profound and dramatic reforms are introduced in the Government of the country.

22. To create this essential basis for the development of self-government, the Mission recommends that certain fundamental changes be made in the Administration of Western Samoa, as indicated in the paragraphs which follow.

23. A "Government of Western Samoa" should be established. This Government could develop its own distinctive symbols.

24. Article 3 of the Trusteeship Agreement provides that "the administering authority shall have full powers of administration, legislation, and jurisdiction" over Samoa, subject to the limitations of that agreement. In the Mission's view, the New Zealand Government should in turn vest certain of these powers in the Government of Western Samoa.

25. At the head of the Government of Western Samoa should be a representative of the New Zealand Government and a representative or representatives of the inhabitants of Samoa sitting together as a "Council of State" or "High Council."

26. The representative of the New Zealand Government should preside over the Council of State. To stress the difference from the old regime he should have a title other than "the Administrator." The title "High Commissioner" might appropriately be used. The powers which it is suggested that he should have within the Government of Western Samoa are defined in further sections.

27. The inhabitants of Samoa should be represented by one or more representatives, as may be decided by the inhabitants. Until a different decision is made, the representatives should be the three Honourable *Fautua*, acting as a body.

E. POWERS OF THE ADMINISTERING AUTHORITY

28. The New Zealand Government, having assumed responsibility as the administering authority under the United Nations Trusteeship Agreement, must have reserved to it powers commensurate with the discharge of that responsibility. The Mission considers that this is fully compatible with the request made in the petition of the Samoan representatives that New Zealand act as "Protector and Adviser."

The New Zealand Government has the duty to assure the execution of international commitments regarding Western Samoa in matters such as the maintenance of peace and security, equality among nationals of member States of the United Nations, and co-operation with international organizations. It must also exercise authority so far as the local inhabitants are not yet able to bear the full responsibilities of self-government.

29. For proper fulfilment of these tasks the New Zealand Government should reserve the following matters: Adoption and amendment of the Constitution; external relations; defence; currency; loans; control of foreign exchange; audit of public accounts; discharge of responsibilities conferred upon New Zealand by the United Nations Charter and by the Trusteeship Agreement.

30. The New Zealand Government should retain the right to initiate and enact legislation through Acts of the New Zealand Parliament and Orders in Council of the Governor-General. It is hoped that these powers will be used sparingly.

31. The Government of New Zealand should appoint the High Commissioner and the Chief Judge of the High Court.

F. POWERS OF THE NEW ZEALAND REPRESENTATIVE

32. The New Zealand Government should vest its authority to the fullest extent deemed possible in its representative, the High Commissioner. The Mission encountered widespread criticism in the Territory concerning the extent to which decisions are referred at present to New Zealand.

33. The High Commissioner should preside over the Government.

34. He exclusively should exercise the power of legislative initiative in financial bills. He should have the right to initiate legislation on all other matters.

35. He should have the right of disallowance over all measures passed by the legislature of Western Samoa. It is noteworthy that the plans offered by both the Samoan representatives and the European Citizens' Committee agree that such a right of "veto" or disallowance is necessary at the present stage of development in self-government. (Annexes VII and VI.) This right of disallowance would, of course, be used sparingly. All instances in which this right is used should be mentioned in the annual report on the Administration of the Territory.

36. It may seem advisable to give to the High Commissioner the power to issue, in cases of urgency, special legislative regulations of provisional character.

G. THE REPRESENTATIVES OF THE LOCAL INHABITANTS

37. The representation of the inhabitants of Western Samoa in the Government of Western Samoa, as noted above, should be determined by the people themselves. The Samoan plan as presented to the Mission asks that the three honourable *Fautua*, who are at present "High Advisers" without statutory duties, should be jointly made "Heads of the State."

38. The title of "*Fautua*" is of recent origin. It did not exist in old custom. But the three present incumbents were invested with the dignity of this title in recognition of their position as the highest title-holders, according to the Samoan custom, of the "Royal" family lines. Their eminent status in Samoan society is therefore quite independent of the title of *Fautua*.

39. The title of *Fautua* was created by the German authorities after the suppression of the single king title (*Tupu*) and the title of "Paramount Chief" (*Ali'i Sili*) which they had created temporarily in 1900 to replace it. By establishing two *Fautua* titles, one representing each of the two greatest "Royal" lines, they hoped that the aspirations of these great family groups would be met and their possible rivalries ended. The third *Fautua* was added in 1936 at the request of the Samoans. The leaders themselves and their family groups now accept the situation. But the historic rivalry between the great families probably still exists, although in a latent state. Many witnesses before the Mission, including Samoans, expressed the conviction that if European authority were to disappear, strife between these families would soon come into the open.

40. The question as to whether the institution of *Fautua* should be maintained is for the Samoans themselves to solve. The Mission is of the opinion, however, that the present three *Fautua* are universally recognized as qualified to represent the Samoans. They should therefore, at least for the present, act as representatives of the Samoans in the Government of Western Samoa.

41. No definition was given in the Samoan plan as to the precise authority of the *Fautua* or their relation to the other parts of the Government. The Mission recommends that these Samoan representatives should have the following powers and responsibilities:—

- (a) They should act as the representatives of the local inhabitants in the Council of State, which would be the supreme body of the Government of Western Samoa. The High Commissioner and the *Fautua* would constitute the Council of State, which on all appropriate occasions should represent the Government of Western Samoa.

- (b) They should have the power to initiate legislation in all matters except those reserved to the administering authority. Whether or not they should sit as representatives in the Legislature should be decided by the Samoan people.
- (c) They should advise the High Commissioner in all matters relating to the Government and welfare of Western Samoa. This should include the right to be consulted on the choice of the heads of executive Departments, and also on any emergency regulations proposed by the High Commissioner (see paragraph 36 of this chapter).
- (d) The above powers should be exercised by the *Fautua* acting as a group.

H. LEGISLATIVE POWER

42. The Mission encountered strong criticism of the present Legislative Council from a wide variety of persons interviewed, Samoan and European. The Council possesses "no real power," it was said; to persuade capable Europeans to stand for election is most difficult; its proceedings are "a farce." Samoan leaders, in their evidence, showed that they consider control of the legislative authority as the crux of self-government.

43. The plan for a new Government presented to the Mission by the Samoan representatives proposes to vest legislative power in a new *Fono* or Parliament of *Faipule*. It asks that this be composed of forty-four or forty-five members—forty-one Samoans, and three or four Europeans. A power of veto would be accorded to the representative of New Zealand, but, in turn, the Samoan Legislature would have a right of appeal over this veto to the United Nations.

44. The plan proposed by the European Citizens' Committee first suggested a Legislative Council composed of seven Samoans and five Europeans. The heads of Departments under this plan were to have the right to speak in the meetings on matters for which they would be responsible, but not the right to vote. Financial measures would require a two-thirds majority. As in the Samoan plan, power of veto would be allowed to the New Zealand representative. This plan was later modified to provide for a Legislative Council composed of seven Samoans, five elected Europeans, and not more than six Government officials. Financial measures would be passed by majority vote.

45. The Mission believes that legislative power should be placed in the hands of a local legislature, subject to the rights reserved to the administering authority as outlined above. Only by giving greater scope than is allowed to the present Legislative Council can the inhabitants of the Territory gain the legislative experience necessary for progress in self-government.

46. The Legislature should consist of a single body, its title to be decided after consultations with the people, possibly the Assembly or Council.

47. The Mission believes that Samoan representation should have an absolute majority in the Legislature. Any arrangement short of that would be quite unacceptable to the Samoan people and would fall short of the objective of developing self-government.

48. The size of the Legislature is a matter for the administering authority to determine in consultation with the Samoan and European groups. The Mission feels, however, that it should be a larger body than the present Legislative Council, in order to give to a reasonable number of Samoans the opportunity to secure training in the responsibilities of legislative power. It believes, however, that the *Fono* proposed by the Samoan representatives is too large to do effective work, especially in the beginning. It was noted that there are fourteen traditional districts in Samoa, and this fact might suggest a suitable number for Samoan representation if election were to be by districts. For comparison it can be recorded that the Tongan Assembly consists of twenty-one members.

49. The Samoan members should be designated according to procedures developed in consultation with the Samoan people. Whether chosen by the *Fono* of *Faipule* as now, or by regional electoral districts, or by any other method, the electoral procedure should be given constitutional recognition.

50. It is felt in principle that the population of European status should not have special privileges in electoral matters. The original racial distinction is in process of disappearing, and ultimately all permanent residents should have identical rights. Should a City or Town of Apia be formed it might be possible to work out a special type of representation to the central Legislature, which would allow the inhabitants of this urban area, without racial distinctions, to elect members by individual vote. In the meantime, however, the present distinction between the European and Samoan electorates will have to be continued.

51. The Europeans should have a smaller but significant representation. In view of the great importance of Europeans in the economic and social life of the Territory, and their special knowledge of both European and Samoan cultures, they should be given for the present a somewhat larger representation than their numbers warrant proportionately. The system used at present in electing European members to the Legislative Council is probably satisfactory, but could be re-examined in public discussions with those concerned as one of the valuable opportunities for developing initiative in self-government.

52. The senior Department heads should sit as *ex officio* members. As officers of the Government of Western Samoa they can do much to guide and assist the elected members in the technical aspects of legislation; and it is sound government to allow a Department head to propose and defend the Bills which if they become law, he will later have to execute. Whether or not they should exercise the right to vote in the Parliament does not seem to be a matter of vital importance, since their vote would, in most cases, not be decisive.

53. The President of the Legislature should be chosen from among its members. The High Commissioner and the representatives of the Samoans (the *Fautua*) should have the power to initiate legislation, as suggested above. Other members of the Legislature, either individually or as groups, should also have the powers to initiate legislation with the exception of purely financial Bills. Bills involving financial expenditures should require the consent of the High Commissioner before being introduced.

54. The legislative organization should include a number of standing working committees of members on appropriate fields of government such as finance, economic development, and social services. For the present, these would normally be presided over by the Department head most concerned.

55. The Finance Committee might require a special organization with official members in the majority. The existence of such a legislative committee on finance would render unnecessary the present Finance Committee, which exists outside the legislative structure.

56. The annual budget should be presented to the Legislature by the High Commissioner in sufficient time for previous study and consideration by its Finance Committee. The Legislature should have power to discuss and make recommendations on the budget. Should it refuse or fail to approve the budget, the High Commissioner should have the power to make such appropriations for expenditure as may be necessary to carry on the Government of the Territory.

57. The suggestion is made in other sections of the report that limited powers of making by-laws be placed in the hands of special local bodies—Samoan village and district councils, possibly a City Council of Apia, and the Aleisa Council as already established.

I. FONO OF FAIPULE

58. The question as to whether the *Fono* of *Faipule*, with its present composition of forty-one elected members, should be maintained in its present form must be the subject of discussions with the Samoan people. It appears to the Mission, however, that it should continue because of its extremely useful role as a link between the central Government and the traditional districts and sub-districts on which the *Faipule* constituencies are based.

59. The *Fono* is the body which allows regional representation to the Samoan people. In its advisory legislative capacity it can give all the Samoan groups the chance to have their views heard in accordance with Samoan customs, and without the members being called upon to possess technical legislative experience such as is needed for members of the central Legislature. As proved by experience to date, this body gives the opportunity for a common Samoan opinion to crystallize. It can help the central legislative body and the Government generally to understand the trends and aspirations of that opinion through motions which may then serve as the basis for legislative or executive action. The *Faipules* represent district opinion, while the Samoan members of the Legislature would represent the Territory as a whole.

60. The *Faipules* have also acted since German days as representatives of the Government in their constituencies, and in this respect are a part of the executive authority. As a part-time paid official a *Faipule* is expected to serve as an intermediary between the central administration and the people of his constituency. It is customary for him to meet with the local leaders to discuss matters relating to the Government before attending the *Fono*, and to report to them on his return.

61. The fact that the *Faipule* acts both as representative of his constituency in the Government, and as representative of the Government in his constituency, is quite in accordance with Samoan tradition. The *Faipules* can be of great help in the civic education and political training of the Samoan people, and their work and importance could profitably be strengthened.

62. The present method of electing the *Faipule* according to Samoan custom, whether by nomination or election according to the wishes of the constituency, seems to be working satisfactorily. Formal confirmation of nominations by the New Zealand representative should no longer be held necessary.

J. CENTRAL EXECUTIVE GOVERNMENT

63. It is essential that for the present the executive Departments should be under the supervision and authority of the New Zealand representative. This will be necessary until such time as a tradition of Public Service has been developed both among the leaders and among public servants, and it will circumvent the danger that officers may be unduly influenced by considerations of rank and of "duty" towards relatives. The New Zealand representative, in consultation with the High Council, should have the power to appoint the heads of the Departments.

64. The existing organization of executive Departments should be carefully re-examined in terms of the needs and conditions of the proposed new Government.

65. It is believed that the name of the present Department of Native Affairs should be changed in keeping with the spirit of the new Government.

66. To fix responsibility on larger groups and give greater representation in executive matters, the number of Boards or Commissions supplementing the important Departments should be increased. A Board of Health, for example, could include representatives of the Public Works and Education Departments, and also one of the senior Samoan medical practitioners to give recognition to that important service. A Board of Education could include, among others, representatives of the missions. It is essential that Samoan members should be included in all such bodies, even though they may not yet have full competence. The progressive initiation of the local leaders in public affairs is in itself an objective of first importance.

K. VILLAGE AND DISTRICT GOVERNMENT

67. The development and constitutional recognition of an adequate system of popular local government and of appropriate relationships between the local government and the central authority is essential to progress in self-government.

68. At present the Samoan people meet in village, sub-district, district, and great-family councils, consisting of their appropriate title-holders chiefs and orators. Through these bodies, especially the village councils, the work of local regulation and control is carried on in effective ways under customary sanctions according to Samoan usage. Along with traditional Samoan affairs, they handle such matters of concern to Government as local hygiene, school attendance, curfew regulations, and the planting of gardens. In this way Samoans are effectively maintaining public order and controlling the life of their districts and villages. This fact alone proves that Samoans are capable of handling their own regional and local affairs.

69. The remarkable fact is that this whole field of activity is carried on largely outside the constitutional structure of the present Administration. Samoan local administration has only the tacit tolerance of the central Government, which for the most part closes its eyes and ignores it. The Mission believes that it is a fortunate circumstance, and highly desirable that this vigorous Samoan-style political life is being carried on without overmuch interference and direction from the central authority. It feels, however, that in developing a new Government which the people will feel to be their own it will be essential to give constitutional recognition to this district and village organization as basic elements in the general government structure.

70. Village councils should be given the constitutional right, if they so wish, to make local by-laws. In the interests of general unity and welfare, such by-laws should be approved by, or at least made subject to disallowance by, the central authority before violations are made punishable by judicial tribunals. Such by-laws in the criminal field should be confined to minor offences (see paragraph 81 of this chapter). Similar principles could be made applicable to district councils if the Samoan people so wish. All these bodies should be encouraged to develop the fullest possible initiative and sense of responsibility, particularly in such matters as public health and school attendance. Continuation of the very important work of the women's committees should also be a part of this plan.

71. The Government services could be strengthened through greater co-ordination of Samoan village and district personnel and activities.

L. THE URBAN AREA OF APIA

72. The only urban area in the Territory is at Apia. Here live nearly all the Europeans, and an increasing number of Samoans who have detached themselves from organized Samoan communities. So far the administrative affairs of this community of several thousand people have been handled directly by the central Government Departments.

73. The Mission believes that careful study should be given to the possibility of developing a city or town government for Apia, just as districts and villages in the outside areas have their own appropriate forms of government. Already a small European group at the Aleisa land settlement, some eight miles from Apia, have a council, with a mayor and councillors, and the power to make local by-laws for the settlement (see Annex I) ; similarly, a city council or board might well be developed for Apia, with powers to make appropriate local legislation.

74. This has some historical precedent in the old municipality of Apia. It would be a mistake, however, to think of the new city as a successor to this municipality, which was really a foreign concession area. Apia, as the capital town, must continue as now to be an essential part of the Territory, and not a foreign area. Furthermore, the boundaries would need to be redrawn, as the area of the old municipality now contains a number of organized Samoan villages.

75. Because Apia is the business centre, and a great part of its resident population lives in accordance with western customs, its administration calls for somewhat different treatment for the rest of Western Samoa. So long as distinctions are made, not on a racial basis, but on differences in ways of life, in distinctive needs and economic conditions, in the existence of special problems, there should be no feeling of discrimination between this urban area and rural districts. All the inhabitants of the city, irrespective of race, would have the same rights and responsibilities.

M. JUDICIAL POWER

76. No serious criticisms of the Judiciary were presented to the Mission, and the present system seems generally adequate. The Mission believes, however, that certain changes should be made as a basis for progress in judicial responsibility.

77. Appeal from the High Court of Western Samoa to the Supreme Court in New Zealand seems unnecessary. This existing right has rarely been exercised.

78. Samoan associate Judges should be granted the constitutional right to participate in decisions of the High Court, a power they already exercise in effect. For the present this may best be confined to cases in which the defendants are Samoans.

79. Cases in which Europeans are the defendants should continue as now to be subject to trial by the European Chief Judge or Commissioner. Later, however, the special problems arising from the existence of an important foreign community in Apia might perhaps be solved by the creation of a special Court with competence to decide cases concerning the inhabitants of this town without distinctions of race.

80. The Land and Titles Court should be presided over by the Chief Judge, as now. The question should be studied regarding how to increase the responsibilities of the Samoan Associate Judges and Assessors so as to place the maximum powers of decision in these matters of Samoan custom upon those best informed.

81. Constitutional recognition should be given to acknowledged Samoan custom and tradition. Once the right of the people to decide their own destinies or to frame their own institutions is recognized, no other course seems possible. Along with this should go the grant of constitutional power to district Judges or Village Councils to adjudicate upon matters arising out of traditional Samoan custom and also under the written law to the extent to which such jurisdiction may have been conferred upon them. The jurisdiction of these lower tribunals naturally would be confined in criminal law to minor offences and in civil cases to minor disputes. Such grant of power should take account of Samoan judicial procedure.

82. Such a step would require the keeping of records and the right of appeal from local tribunals to the High Court, so as to ensure justice to any person considering himself injured thereby.

N. GOVERNMENT PERSONNEL

83. The Mission encountered strong criticisms of the present personnel situation in the Territory (see Annex I, paragraphs 44-52). Samoans and locally-born Europeans alike attacked the system of recruitment of overseas personnel from New Zealand while recognizing that expert personnel would still be needed from outside the Territory. They also

felt that salaries and other conditions of appointment involved discrimination against local people, and gave little opportunity or stimulus for them to get further training or to rise in the service. The lack of trained professional and technical personnel for fuller self-government than is possible now was blamed directly upon past New Zealand educational and administrative policies.

84. The recruitment and training of a staff with the technical competence and personal qualities necessary to carry on the varied and complex tasks of administration is essential to the development of self-government in the Territory. To realize this objective the Mission recommends the creation of a Public Service of Western Samoa. All classified employees should be required to declare their loyalty to the Government of Western Samoa during their term of service.

85. In place of the present control and supervision exercised at a distance by the New Zealand Public Service Commission it believes that a Public Service Commission should be developed in the Territory. Such a Public Service Commission would be composed of representatives of the administering authority and of the resident population. It might include a member of the New Zealand Public Service Commission in order to co-ordinate its work with that body, and because overseas personnel will have to be seconded as now mainly from the New Zealand Public Service.

86. The principle should be recognized that preference in appointments should be given in so far as possible to residents of the Territory. It is clear, however, and the petitioners agree, that the proper functioning of the governmental machinery cannot be assured for the present, or for some years to come, by using locally recruited personnel exclusively. The Territory lacks educational institutions suitable for training Samoans, and even local Europeans have had but limited opportunity of gaining administrative experience. Nevertheless, it must be recognized that competence cannot be acquired except by carrying responsibilities and engaging in the concrete work of government. It is necessary to break this vicious circle, even if that means the risk of a temporary slackening of efficiency. There are already, among the locally recruited personnel, officials who are able to fill, either without additional training or after a training period in New Zealand or elsewhere, positions higher than their present ones. They should be advanced to such positions as rapidly as possible.

87. At present seventy-one classified staff positions are filled from overseas, particularly in the health, education, treasury, and customs, postal and radio, and public works Departments. While the existing situation may be revised, the total number probably cannot be substantially reduced for some time. The Government of Tonga, for comparison, still has twenty-seven staff members from overseas.

88. The personal characteristics, devotion, and capabilities of officers recruited abroad affect profoundly the success of the Government, and the good relations between Western Samoa and New Zealand. The only justification for outside recruitment, which is costly and entails the reduction of opportunities for the resident population, is the need to get experts who cannot be found locally. During the transition period of tutelage in self-government heavy demands will be made upon such overseas personnel. They will be expected not only to carry on effectively their own governmental work, but at the same time to prepare their local successors. They will have to train and stimulate—and not to condemn or stultify—to speed the day when they themselves will be no longer necessary. Such a task requires men of exceptional qualities and understanding.

89. Under the circumstances no effort should be spared to secure outstanding officers of the proper calibre, and of sympathy and understanding. Vigorous steps should be taken under carefully worked out arrangements to recruit such overseas officers. First-rate overseas officers manifestly cannot be attracted and held if offered salaries and living conditions inferior to those obtainable at home. Samoans must learn that it is in the interests of their own country to have first-class personnel. At present they are inclined to consider as wasted the money spent, for example, in building houses for European personnel.

90. New Zealand has no large overseas territories and is therefore not in a position to offer extended opportunities for careers in a colonial Service. It is therefore in a difficult position in recruiting personnel. Appointments should be on a probationary and temporary basis so that after a period of trial service those found temperamentally or otherwise unfit could be transferred elsewhere or discontinued from further service without infringement to reputation.

91. Adequate training for the special responsibilities of island government, in addition to their technical competence, should be required for all overseas personnel who are to have close contact with the people. New Zealand has no specialized institution to give the necessary training. This handicap could be overcome either by giving prospective officers the opportunity to attend some appropriate institution elsewhere, or by developing a systematic individual training programme before and during the period of service in Samoa. It is especially important that all officers who are to have intimate contacts with the Samoan people should learn the Samoan language and have the fullest possible knowledge of the local customs.

92. Personnel recruited among the resident population should also be given adequate security of tenure, together with opportunities for in-service training and improvement. Trips to New Zealand and elsewhere for self-improvement and further advancement should be made

possible. At the present time local employees tend to reach dead-ends, and this discourages initiative and ambition. Whenever possible, Government positions should be rungs on a ladder of opportunity. Although the comparative smallness of the Public Service gives but a limited capacity to absorb many to the higher levels it should prove possible to plan advancement in such a way as to offer attractive careers to officers of initiative and ability. As with overseas officers, initial appointment should be temporary and on a probationary basis.

O. PUBLIC FINANCE

93. Considerable criticism was heard with relation to the financial administration of the New Zealand authorities, and especially concerning the lack of control by the local population over public expenditures. Since the people have not participated in financial responsibility, almost any expenditure made by the Administration is likely to be attacked.

94. The public revenues of Western Samoa appear to be adequate to support standards well above the minimum of administration and welfare required for self-government. Though the finances of the country have been subject to great fluctuations as between booms and depressions, the Government is now in a sound financial condition, without public debt, and with a considerable accumulated surplus (Annex I).

95. At present almost all taxation is indirect, by way of Customs and other sources of revenues. Direct head-taxes, which had been collected without question until the beginning of the *Mau* movement, had to be discontinued in 1926 because of *Mau* non-co-operation. Since then direct taxes have not been collected from either Samoans or Europeans, except for a small tax on salaries over £200. This makes the Samoan financial situation extremely vulnerable, since without any form of direct taxation the public revenues are entirely dependent upon the export market. A crisis in copra and cocoa prices would affect all services in the Territory. It should be noted, however, that Samoan spokesmen consider the head-tax an unfair taxation system. Discussions might therefore be opened in due course with the inhabitants as to how taxes could be levied with fairness.

96. The Mission noted during its visit to Tonga that the Government has taken advantage of the present abnormally high prices to build up a Stabilization Fund by imposing special taxes on the one important export product, copra. Some measure of this kind might be considered appropriate in Samoa. When the present boom prices fall, the Territory is likely to face serious financial problems, and it seems almost inevitable that some of the people will complain against the Government without realizing that the Government has no power of controlling world markets.

97. The new Government of Western Samoa will have to measure up to its financial responsibilities. The New Zealand Government, as the administering authority, has generously made available large financial subsidies, now including the profits from the New Zealand Reparations Estates (see paragraphs 40-45 of Chapter III of this report). These have obviously been appreciated, and are contributing importantly to development and welfare. But the development of new programme such as those in education and public works will cost substantial sums. The inhabitants of the Territory must therefore be prepared to bear appropriate financial responsibilities if the new Government is to be a success.

CHAPTER III—SOCIAL AND ECONOMIC ADVANCEMENT

1. As has been noted above, the petition from the leaders of Western Samoa was the outgrowth of many mingled emotions. Outstanding was the natural, inherent desire of every people to determine their own destinies and consequent irritation at all alien rule. Mingled with this primary emotion were a wide range of irritations based on current grievances, real or imagined. The correction of the grievances would not, of itself, be sufficient to satisfy the Samoans; neither would a mere alteration in governmental structure. Both should be carried out concurrently to establish future relations between New Zealand and Western Samoa on a sound basis. Moreover, a new governmental structure as proposed above is only a first step towards full self-government. Additional steps should be considered and prepared in several fields.

A. RACIAL EQUALITY

2. In the light of the mass of testimony presented to the Mission, the most deep-seated grievance, contributing perhaps more than anything else to the present state of mind, is the privileged situation accorded to Europeans. Again and again witnesses gave instances of Europeans being preferred over Samoans in matters of pay, in matters of advancement, in appointments, in treatment accorded in hospitals or schools. "The whites behave as masters and treat us as an inferior race, and this in our own country, Samoa," was the burden of many complaints. The Samoans see in their control of political power the way to achieve racial equality.

3. The abnormal character of this situation is aggravated by the arbitrary distinction made in the law between persons who are granted European status and those who are not. European status can be acquired by :

- (a) The legitimate descendents in the male line of a European ;
- (b) Persons counted as Samoans who do not have more than 50 per cent. of Samoan blood, and who petition the Court for European status, whoever their ascendants may be ;
- (c) Persons not of Samoan status whose male ancestors in the male line have not more than seventy-five per cent. of Polynesian blood, regardless of whether they have any white European ancestry at all.

Legal technicalities have now reduced the situation to a point where, for instance, a person might be denied European status because his father was a full Samoan, but granted it if his father were a Chinese or a Solomon Islander.

4. Since the legal status of an individual determines important rights and privileges it is easy to understand the resulting resentments which have grown up among individuals and between racial groups. Samoans resent the privileges accorded to "part-Samoans" of European status. Part-Samoans, in turn, are dissatisfied with their position and complain of their treatment by New Zealanders as second-rate Europeans. In their eyes their status as Europeans prevents their acquiring Samoan titles or buying Samoan land, yet beyond the name the status brings few privileges. The "local born" enjoy less favourable wages, conditions of employment, leave privileges, and the like than are accorded to personnel recruited from abroad.

5. Racial discrimination, however, is a grievance which clearly cannot be remedied by Government alone. Nevertheless, the Government can at least eliminate from legislation and from administrative practice all discrimination based exclusively on colour. No colour-line should be drawn, for instance, in schools or hospitals; to the extent that segregation is necessary it should be based alone upon differences in ways of life.

6. The problem is admittedly difficult and requires careful study. In certain cases, such as the alienation of land, the discrimination operates *against* the European. The denial to any except Samoans of the right to acquire so-called Native land is maintained for the protection of Samoans. As pointed out elsewhere in the report (see paragraph 3 of Chapter II), ultimately the distinction between "European" and "Samoan" should be eliminated. All *bona fide* permanent residents of the Territory should be placed on an equal legal footing as "residents" or "citizens," though without detriment to persons retaining foreign nationality. The creation of a City of Apia, as was noted above (see paragraphs 72-75 of Chapter II), may help to ease the difficulties. In the meantime, the new Government of Western Samoa should make constant effort to find practicable ways of reducing to a minimum this rankling source of deep-seated irritation.

B EDUCATIONAL ADVANCEMENT

7. From all sides the Mission heard complaints, both from Samoans and from Europeans, based upon the inadequacy of the educational system. In over thirty years, was the recurring theme, the educational programme has failed to produce a group of leaders possessing the high professional and technical skills necessary for self-government. In the opinion of the Mission, to achieve good self-government in Samoa within a measurable time a drastic attack must be made upon the problem of education.

8. Almost all Samoans know how to read and write in their own language; few peoples in non-self-governing territories could boast such a high percentage of literacy. In striking contrast with the high percentage of literacy, however, very few Samoans enjoy more than a lower primary education. Moreover Samoa is almost completely without post-primary schools (see Annex I, Chapter IV B). This forms the subject of numerous complaints.

9. For some years this problem has been of concern to the New Zealand Government, as the Beeby and Parsonage reports bear witness. It is not for the Mission to discuss in detail subjects which should be left to educational experts. Certain matters, however, deserve special mention, because they have a bearing on the political problems, and are related to the aspirations of the Samoans for self-government.

10. It is a *fact* that Samoans want to learn English. They believe that a knowledge of English is the key to advancement. The official decision according to which English was suppressed recently for more than a year from the primary schools—a decision based purely on pedagogical reasons—was interpreted as a measure inspired by the wish to make more difficult and to delay the political emancipation of the people. Fortunately, the Administration has changed that decision. But the problem of securing competent teachers who themselves possess a more adequate knowledge of English is acute. It can be solved only by the further training of the teachers in the use of the English language and in proper methods of teaching it to the children.

11. There is the further fact that the proportion of children of school age in relation to the adult population is extraordinarily high in Samoa. Children under fifteen years of age comprise 45·8 per cent. of the total population, and the actual number who are of school age is increasing with great rapidity. Samoan children living in a simple agricultural environment need an education quite different from that of the ordinary European or American pattern. Nevertheless, to provide Samoa's children with even a simple education based upon living needs of the people will involve considerable expenditure. Here again circumstances point to the necessity of using as far as possible the less expensive local personnel and of continuing co-operation with the missions in educational work.

12. Greater attention must be given to the co-ordination of Government and mission (denominational) schools. The Government maintains one system of schools and each of the five missions has its own separate system of schools. According to the 1947 statistics, the Government schools had an enrolment of 10,868 pupils and the mission schools one of 20,523 pupils. (Some of the pupils enrolled in Government schools were evidently also enrolled in mission schools, as this total exceeds the school population.) These mission schools use in large part their own text-books and follow their own syllabus of instruction.

13. Many mission schools in Samoa are doing excellent work through able and consecrated teachers. Particularly is this true in the upper grades; the teaching of secular subjects at the lowest level (Grade I) catechists' and pastors' schools undoubtedly leaves much to be desired. The readiness of the missions to devote zealous work and large expenditure to popular education should be utilized by the Administration to the maximum.

14. It was noted with satisfaction that recent moves had been made to co-ordinate more fully the six systems of schooling, one Administration and five missions. It would be to the profit of all to reach a higher co-ordination and standardization in the planning of the curriculum, in the preparation and use of text books, in the setting of examinations, in teacher training, in the elimination of all possible duplication of expenses, and in the general working out of pedagogical problems. A local Board of Education, composed of representatives of the Government, of mission heads, and of local Samoan and European leaders, including women, might strengthen such co-ordination.

15. At the very heart of the problem of Samoan education lies the training of increased numbers of Samoan teachers. This means the enlargement and improvement in its productive capacity of the Teachers' Training School situated in Apia. Not only must the size of the school be increased, but the teaching staff must be enlarged and strengthened with the addition of more European teachers, and less formal and more practical methods of instruction introduced to help students to break with the tradition of pure verbal memorization.

16. Samoan opinion demands insistently the creation in Samoa of institutions of post-primary education, academic as well as technical and professional, where the best of the pupils emerging from the primary schools, Europeans and Samoans, could become qualified for positions open in the Government and in private enterprise. The European Citizens' Committee in its six-point programme stressed education and urged "that additional facilities be made immediately available at Apia for high-school training equal to New Zealand high-school standards. The aim will be to provide yearly from the high school a number of Public Service entrants to fill junior Public Service positions now held by imported officials" (Annex I, Chapter IV B). A projected plan of the New Zealand Government to create a good high school in Samoa and to give opportunities of education up to the University level is referred to in Annex I.

17. The number of those educated beyond the primary grade will for some time at least be comparatively small. Children should not be educated in skills and trades in excess of the number who can later find remunerative occupation. Nevertheless, for the few who should at this stage be trained beyond the primary grade, secondary and advanced

education is of paramount importance. Among this elite group Samoa must look for her leaders; from them must come her Government officials, her professional and commercial groups, her pastors and medical practitioners, and teachers.

18. The present high expense of sending pupils from Western Samoa on Government scholarships to carry on their education in New Zealand would be lessened if more advanced schools of proper calibre were developed locally. Inevitably living abroad during the adolescent period over several years must unsettle the pupils for life in Samoa, taking them away at a vital period from their own people. This, however, should not rule out the possibility of scholarships at the upper high school and later the University levels for individuals who definitely show capacity to profit by professional and technical training along lines which can be useful to the country.

19. Complaints were heard from Samoan leaders about the great difference in educational opportunities open to Samoan children and those open to European children. The European Leifi'ifi School at Apia has a trained teaching staff from New Zealand, and an academic curriculum taught in the English language. The contrast is striking between this and the three Government higher primary ("middle") schools open to Samoans, which have almost no teachers from overseas, and where the pupils do much of the work of maintenance. It must be recognized, however, that children from English-speaking homes cannot justifiably be retarded, so that the problem is primarily one of improving the standards of the Samoan schools. Obviously, whatever differentiation is made must be based not upon racial status, but upon the background of life and the ability to speak and understand English.

20. At present education is not compulsory in Samoa. There are neither sufficient schools, sufficient teachers, nor sufficient text-books and equipment to make compulsory education possible. Even with heavy educational expenditures it will probably not be feasible for years to come to provide the necessary buildings and teaching personnel to make compulsory education a reality. Nevertheless, definite plans can be formulated and immediate steps taken in the direction of this ultimate goal; and efforts can be redoubled for securing increased numbers of competent teachers, more schools and adequate text-books. At the same time, much can be done through enlisting the active help of local village leaders and the women's committees. Through their leadership and assistance parents may be prevailed upon to send their children to school at an earlier age and make them observe a more regular attendance.

22. School equipment is as yet very inadequate, and printed Samoan text-books are sadly lacking. The preparation of text-books in a language which is not widely spoken presents a problem of great

difficulty. In seeking a solution the Government and the missions must work in close co-operation. Fortunately, a move was made in 1946 to call together an Education Commission under Government auspices, composed of experts and representatives of all the interested parties in order to study and solve the problem of common text-books; and committees are now currently at work upon the problem.

C. TRAINING OF LEADERS

23. Only by throwing increasing responsibilities upon the resident population can leaders be trained to deal with the national problems of Samoa. The testimony brought before the Mission was well nigh universal to the effect that Samoan and European residents were not appointed or advanced in Government positions up to the measure of their capacity. In many cases local people of both Samoan and European status have left Government employment because of lack of any prospects of attaining higher positions, and have transferred into private enterprises or emigrated to New Zealand; and many of them have made good.

24. The Samoan medical practitioners, trained in Fiji, have as a group proved a success. On several occasions while visiting outlying villages and districts, the Mission was struck by the quality and excellence of the work carried on, often under highly adverse and difficult conditions, by Samoan medical practitioners. These practitioners are trusted by the Samoan people—perhaps too much so in view of the limitations of their training. Far from complaining about their services, the Samoans ask that district hospitals under their charge should have their facilities extended. Similarly, the Samoan pastors of the Protestant Church and the Samoan priests and lay workers of the Catholic Church have won positions of high respect. The Government should also be advancing Samoans into higher positions of trust and responsibility.

25. Mention has already been made (see paragraph 85 of Chapter II) of the creation of a Samoan Public Service Commission.

26. The Mission feels that the present salary scales and conditions of tenure should be reviewed. These are currently being considered by the New Zealand authorities. Every effort should be made to avoid humiliating local residents by paying them according to a salary scale lower than that paid to overseas personnel for identical positions. Possibly, in cases where outsiders are still needed, some solution could be found by paying them an expatriation allowance plus the local salary rate. In the positions of highest responsibilities or high specialization the problem does not arise as yet because there are no local personnel to fill such positions.

D. ECONOMIC ADVANCEMENT

27. Whether Samoa will choose, once she is given self-government, to develop a twentieth-century western economy with increased production and higher money incomes or whether instead Samoans will prefer their traditional ways of life with little or no money incomes, must be for the Samoans to decide. That is part of self-government. To-day the vast majority can satisfy with minimum effort and largely from local resources their basic requirements for food, clothing, housing, and other essentials. Whatever their choice, however, certain basic problems must be faced.

28. From a financial point of view the Territory is at present highly vulnerable, since its prosperity must depend on outside marketing and price conditions to dispose of its few commercial products. Every effort should be made through research and development to extend the export products beyond their present limited range. Even minor developments will help to buffer the economy of the Territory against sudden changes in marketing conditions. Small local industries should be developed along such lines as prove practicable. The New Zealand Government is aware of the problem and is counting on the research work and other co-operative activities of the new South Pacific Commission to aid significantly in broadening the economic base. Mention has already been made of the desirability of measures such as the establishment of a Stabilization Fund to cushion the shock of fluctuating prices for local products in the world market (see paragraph 96, Chapter, II).

29. The present Government activities in agricultural fields are much more circumscribed than in the earlier years of the New Zealand regime when a Department of Agriculture existed. A Produce Inspector supervises agricultural exports, and Samoan part-time officials called "Plantation Inspectors," but with no training whatever, are supposed to supervise district conditions. Experimental activities carried on by the Reparation Estates are significant for the wider agricultural life of the Territory. The economic progress of the country would appear, however, to call for a much more positive organization and policy.

30. Both Europeans and Samoans have asked that a Department of Agriculture be revived, and since 1945 a plan to this effect has been under discussion. One of the "six points" presented by the European Citizens' Committee was "that a Department of Agriculture be set up with a Director of Agriculture and assisted by a small Board to act as advisers and formed from local planters."

31. Samoa still possesses many untapped or insufficiently utilized resources, and with proper development the income of the country could be materially increased. The careful formulation of a long-term economic programme will require concentrated study by competent

technical experts, considerable experimentation over a period of years, and the mapping-out and initiation of new fields of endeavour. A major part of such activity will lie along agricultural lines. Samoa can be greatly helped by pushing the work of plant-breeding and animal husbandry for the improvement of local strains, pest-control, and experimentation in new varieties or new products. Improvement of both subsistence and commercial crops and of agricultural methods can be gained through experimental work and the spread of agricultural knowledge. A serious agricultural problem to-day is how to initiate adequate replanting of Samoa's coconut-trees, most of which are approaching the decline of their bearing-life (see Annex I, Chapter III, paragraph 11). Statistics show a steady falling off in the production of copra for export *per capita*; though the population has about doubled since 1921, the total production has remained much the same.

32. In order to make possible and ensure the vigorous prosecution of further agricultural development it would seem highly advantageous to set up an efficient Department of Agriculture with properly trained personnel. Only through Government resources and Government backing can the necessary expert personnel, the continuity of work, the driving motive of service to the public and the requisite funds be secured. Western Samoa is an agricultural country with an agricultural economy; and while participation of the Reparation Estates in this programme should be welcomed, the work should be recognized as a distinct and important responsibility of the Government itself. The Department might be assisted by an Agricultural Board, the members of which should include European planters and also Samoans.

33. Fisheries, forestry, and Samoan handicraft activities also offer interesting possibilities for supplementing local incomes. These fields deserve exploration; and this also should be the responsibility of the new Government.

34. Several important problems currently exist which have bearing upon economic welfare under the developing system of self-government. A serious pressure of population upon the available land is developing along the central and west sections of North Upolu. This is by far the most densely populated part of the Territory, with Samoan villages extending almost continuously along the coast. Yet a large part of the land has been in the past alienated by the Samoan communities and is owned by the Crown, or by private European interests, including the missions. Careful long-range planning is needed here, including the possibilities of reacquiring usable non-Samoan lands for the needy Samoan community and of resettlement in unused areas. Such plans will require corresponding road development, as much of the available land is at present in inaccessible areas. Looking several decades ahead, this problem will also have to be faced in some of the outer districts.

35. The rapidly increasing part-Samoan group of European status also offers an economic problem which is already serious. Non-Samoans are not at present legally permitted to acquire additional "Native" land by purchase; yet many families are being forced back to the soil for a livelihood because of the limited vocational opportunities open to Europeans in commercial and official spheres. Already a number of them have migrated to New Zealand in search of opportunity. Partly to meet this problem the New Zealand authorities in 1934 provided a legal process by which part-Samoans could become naturalized to Samoan status, so as to be able to adopt Samoan ways of life. They also developed from 1936 a land-settlement scheme for thirty-four families at Aleisa, near Apia (see Annex I). The pressure of this problem should be eased once the legal distinction between Europeans and Samoans is ended. Meantime, in view of the very important role played by the part-Samoans in the life and thought of the country, the problem of their economic welfare must receive the closest attention. It should be possible to lease further land for needy families which have insufficient land.

36. Since the recruitment of more Chinese labourers or other aliens appears undesirable, and the small number now in the islands will increasingly pass beyond the age of effective work, the problem of developing a local labour force becomes of vital importance. There is no difficulty to-day in getting casual unskilled labour. But the Samoan, usually living in his own community, and with limited money wants, is rarely interested in long-term employment, or in acquiring complicated work skills. Comments were heard on the limited capacity of Samoan labour compared with white labour, but these would seem to be at least in part a result of limited horizons. Inadequate nutrition and the wide prevalence of curable intestinal parasites constitute important factors in the problem. In the long run, it seems fair to expect that as Samoan economic wants increase and individual initiative strengthens, and as health conditions improve, the labour question will be solved.

37. The Samoan representatives asked for continuing protection against further alienation of Samoan lands, and this reasonable request is being met by current New Zealand policies (see Annex I, Chapter III C). Once the legal distinction between European and Samoan residents is removed it will probably be necessary to continue to restrict the transfer of land rights by sale or lease. Such legislation should be in a form which will not interfere with the handling of land according to Samoan custom, yet will protect the Samoans against unwise alienation of what are at present called "Native lands" to individuals under western-style ownership. This might be done by requiring all land transactions other than by Samoan custom to be registered with the Lands and

Survey Department, and to be subject to approval by the Government under such principles as might be worked out with Samoan leaders and enacted by the Legislature.

E. PUBLIC WORKS AND COMMUNICATIONS

38. The development of modern means of communication and transportation can be a potent factor in generating a sense of national unity and thus in stimulating self-government. Many complaints were received by the Mission on the failure of the Administration to build roads, particularly among outlying, isolated villages. One district spoke of loss of life as the result of the delays and hazards of transporting patients to the Apia hospitals and the inability to obtain prompt delivery of medical serums. The current plan for building about 145 miles of roads in Upolu and Savai'i thus giving access to almost every existing community, should go far to meet the problems of physical transport. Work is already in progress. The projected installation of radio sets in villages could well be supplemented by other efforts to bring the people more fully into touch with one another and with the outside world.

39. The present abnormally high revenues due to high world market prices for Samoan products is enabling the Administration to devote large sums to long-range development projects in the field of public works such as might not be financially possible under normal conditions of public revenue. The action of the New Zealand Government in granting a large subsidy for roads was noted appreciatively. New hydro-electric construction is at present under way, which will quadruple the capacity of the Apia plant and make possible the supply of electric light and power to adjacent Samoan villages.

F. THE NEW ZEALAND REPARATION ESTATES

40. The New Zealand Reparation Estates, taken over by New Zealand from former German owners as war reparations after the First World War, play a vital role in the economic and financial structure of Western Samoa. Although they are under a system of New Zealand management quite separate from the present Administration, they contribute an important source of public revenue to the Administration. The properties are partly under direct Estates management and partly leased to European and Samoan holders.

41. Although the Reparation Estates were not mentioned in the petition, the "restitution" of these lands to the Government of Western Samoa was requested in the plan offered by the Samoan representatives, and this request was pressed several times during the Mission's meetings with Samoan leaders. The Samoans consider that

the sale of land by their forefathers was a mistake made in ignorance, and that with the population increasing rapidly these alienated lands should be given back in the interest of coming generations.

42. The legal position of New Zealand on this question is unassailable. The Estates were originally private German properties acquired from Samoans for compensation in great part before the time of the Land Commission in 1893. To question the validity of the grants of these lands would be to open up to question all land titles recognized by that Commission.

43. The Mission believes that it would be a mistake at this time to transfer the cultivated areas of the Reparations Estates from the present system of management. To do so might risk deterioration of one of the Territory's most important commercial and financial assets. It is in the interests of the new Government and the people as a whole that the Estates operations continue. Where adjacent Samoan communities need land the way should be found for them to expand on to uncultivated areas rather than on to existing cultivations. The large-scale economies now practised by the Estates, the long-term experimental work carried on, the employment of trained experts to introduce new improvements, would become impossible were the Estates to be now broken up into small individual holdings. Furthermore, many Samoans engaged to labour on the Estates are not only receiving a money income, but are learning better methods of husbandry and crop production which may be in turn applied to their own lands. This means the spreading of invaluable agricultural education among Samoan cultivators.

44. The assurance given to the Mission by the New Zealand Government, and repeated by the Prime Minister, the Right Hon. P. Fraser, that the profits from the Estates would be devoted exclusively to development and welfare work in Samoa, provides the Government of Western Samoa with a substantial income for long-term development and welfare work.

45. The fact that large tracts of Estates land are not under cultivation, while there are land-hungry communities in the north Upolu region, deserves the attention of the New Zealand Government.

G. PUBLIC HEALTH

46. The resident population enjoys a relatively high standard of health and vigour, as is significantly demonstrated by the vital statistics of the Territory. Certain disease conditions are widely prevalent, notably hookworm, filaria, and yaws, and there is a fair incidence of tuberculosis, typhoid, and pneumonia. But these are

being attacked increasingly as the public-health leadership and services are progressively improved and as health education spreads among the people.

47. The present organization of public health may profitably be continued by the new Government. Great benefit should accrue from public-health research under the new South Pacific Commission and also from the new arrangements with neighbouring jurisdictions in the South Pacific Health Service. This strengthens the earlier system of co-operation which has already shown good results, as with the training of Samoan medical practitioners in Fini. The plan of maintaining a large central hospital at Apia and smaller regional hospitals and dispensaries from which trained Samoan staff members carry health work into the villages seems fundamentally sound. The excellent health work of the Women's Committees in the villages is an essential factor in these services.

48. Complaints were heard that discrimination is exercised between Europeans and Samoans in medical and hospital services. The positive principle at stake here is that no discrimination should be made on a racial basis, and that if differentiation is made it should be only on the basis of different ways of living. Any one who wishes to pay for European style facilities at a hospital, as in matters of bedding and food, quite irrespective of race, should be able to receive them; while for those who live in the Samoan way Samoan-style facilities should be available.

49. The system of Samoan patients in hospitals providing their bedding and food and being attended by members of their families conforms with Native custom and is, as a general rule, well accepted. In some instances, however, as in the case of patients coming to Apia from the outlying districts, such a system imposes a heavy financial burden. This situation may become worse with the completion of the road-building programme and the bringing of many more severe cases than now to the central hospital. More extensive provision should be made to enable patients, if they so desire, to be fed by a hospital kitchen.

50. The principal needs in preventative medicine, apart from the present services, appear to be in improving water-supplies, latrines, and sanitation generally. This appears to require the assignment of more Samoan medical practitioners and district nurses to carry on inspection and health education duties. As part of the responsibilities to be assumed by the Samoan regional leaders and councils under new Government, this matter of health improvement should receive great stress.

51. The record of the Samoan medical practitioners, nurses, dentists, and other health workers to date is particularly impressive in relation to the problem of developing a local leadership for self-government.

On the positive side their excellent work demonstrates conclusively the essential value of putting modern professional responsibilities into the hands of trained local personnel. On the other side, however, it reveals the dangers of making such positions too static. All such Government services must lead to attractive careers, with opportunities for financial advancement and promotion. Opportunities must also be given for professional self-improvement. In the case of Samoan medical practitioners, many of whom have been out of the Suva (Fiji) Medical School for years, an eagerness was noted to keep up with rapid developments in medicine, and means must be found of keeping them abreast of current knowledge relevant to island conditions. A senior medical practitioner might be sent from time to time back to the Suva Medical School and to New Zealand for a brief period of observation, and then given opportunity to report to his fellow practitioners. It might also be considered feasible, as Tonga is now doing, to start several selected young men on careers toward full medical degrees with a view to reducing future dependence on overseas personnel. The current medical planning by the New Zealand authorities (Annex I, Chapter IVA) should help to meet these problems.

CHAPTER IV—CONCLUDING REMARKS

The Mission, in concluding its report, wishes to express its warm appreciation to the New Zealand Government and its representatives and officials in Western Samoa for their whole-hearted co-operation and assistance. Everything possible was done to assist the Mission in carrying on its work. The Prime Minister, the Right Honourable P. Fraser, through his great personal weight and prestige, helped immeasurably in making possible a full investigation of the facts.

Furthermore, the leaders and representatives of the Samoan people afforded the Mission not only the highest honours and demonstrations of friendship, but also constant co-operation in its activities. Members of the European community, including individual missionaries, business men, and planters, as well as the members of the European Citizens' Committee, also assisted the Mission in every way possible. The Mission's visit provided an impressive demonstration of the friendly co-operation among all groups, official and unofficial, Samoan and European, such as will be needed if Samoa is to make successful progress in self-government. It was also a heartening assurance of the possibilities of international co-operation to reach common objectives according to the principles of the Charter of the United Nations.

Every opportunity was taken by the Mission to make the people of Western Samoa feel that the United Nations, and the New Zealand Government as a member of the United Nations and as administering authority, were by concrete measures pressing forward towards the objective of self-government and planning actively for its realization in the shortest possible time.

The fact that the Samoan petition was under consideration by the United Nations manifestly did not relieve the New Zealand Government as the administering authority from the responsibility of going ahead with plans to implement the new Trusteeship Agreement. During the Mission's visit New Zealand representatives and experts carried on independent investigations and held conferences with Samoan leaders.

As a result of these negotiations the Mission was confronted by a situation that carried grave responsibilities.

The Mission's report will doubtless be considered by the Trusteeship Council in its November, 1947, session. Recommendations by the Trusteeship Council will presumably be brought before the United Nations General Assembly at its regular session of September, 1948. Formal notification of the General Assembly's resolution cannot, therefore, be expected before the end of 1948 session of the New Zealand Parliament.

It is clear, however, that all constitutional development in Western Samoa should not be held up for another two years.

In the meantime it would be most difficult for Samoan leaders to accept any constitutional changes suggested by the New Zealand Government as long as they were kept in ignorance of the probable result of their petition to the United Nations. Acceptance of any New Zealand proposal might in their opinion preclude them from later claiming more generous terms if such were recommended by the Trusteeship Council. Refusal, on the other hand, particularly if it should become persistent, might indefinitely delay further progress and at the same time impair relationships between New Zealand and the inhabitants of Western Samoa.

The New Zealand Government having repeatedly announced its willingness to give the most earnest consideration to the Mission's findings, the Mission felt it their duty under these unusual circumstances to clarify the situation and facilitate direct contacts between New Zealand representatives and Samoan leaders by keeping both parties informed of the general trend of the Mission's thinking. This was done in informal meetings, and it is the Mission's hope that it was helped in this way toward the achievement of closer understanding and constructive progress between New Zealand and Western Samoa.

Two days before the Mission's departure from Apia the New Zealand Government, in a statement in Parliament, outlined its plans for the new Government of Western Samoa (see Annex VIII). It is a matter of very great satisfaction to the Mission that these plans are so closely in line with the recommendations contained in this report. It is the ardent hope of the Mission that this programme will point the way to a bright future for Western Samoa and her people.

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ANNEXES

ANNEX I—FACTUAL INFORMATION ON WESTERN SAMOA

I. GENERAL BACKGROUND

A. The Physical Setting

1. The land area of Western Samoa is approximately 1,130 square miles. The Territory is made up of two main islands, Upolu, on which the capital town, Apia, is situated, and Savai'i. Upolu, with several outlying islets, has a total area of about 430 square miles, and Savai'i has about 700 square miles. For comparison it may be noted that adjacent American Samoa has an area of approximately 75 square miles, and Tonga, mentioned in the petition, approximately 270 square miles.

2. The islands, situated some 14 degrees south of the equator, have a tropical climate, with heavy precipitation and occasional severe storms. They are of volcanic formation, with rugged and mountainous terrain, rising to an elevation of 3,608 ft. in Upolu and 6,094 ft. in Savai'i. Coral reefs fringe much of the coast-line. Volcanic eruptions have covered sections of the islands with lava flows, especially on Savai'i, where volcanic activity has occurred as recently as 1905 and 1906. Though the islands are heavily forested, soils are generally thin and rocky, and cultivation to date has been limited almost wholly to the coastal area where the people live, and to the adjacent lower slopes.

3. The economic resources of the Territory are confined to agricultural and marine products, together with limited but useful forestry resources. No minerals of commercial value are known to exist. Transport and communication are restricted by the fact that, apart from several bays on north Upolu, the sea approaches are limited to passage by small boat. Vessels from overseas come only to Apia, where there is fairly sheltered anchorage inside the reef.

B. The People

4. The latest official estimates (31 March, 1947) indicated a total population of 71,460. It consisted of 372 full (white) Europeans; 5,134 Europeans of part-Samoan ancestry; 65,695 Samoans; 296 Chinese, of whom all but 6 were labourers; and 63 Melanesian labourers. Of the group classed as Samoan, about 600 are really islanders from other central Pacific Islands living temporarily or permanently in the territory.

5. The general level of living conditions and health of the resident population is reasonably good. There are no problems of post-war reconstruction and rehabilitation, such as are at present serious in many parts of the world. No poverty or destitution exists, because of the ease of getting a livelihood and the maintenance of family and community co-operation under the Samoan social system.

6. The Samoan people are at this time one of the most rapidly increasing population groups in the world. According to the census figures, which appear reasonably accurate, the number of Samoans has increased from 32,601 in 1921 to 52,266 in 1936, and then to 61,867 by 1945, the date of the last census. Their birth-rate, linked to

persisting Samoan family customs, continues to be very high by western standards, while the death-rate has been lowered through health work and other factors to a comparatively low figure. At the time of the 1945 census 45.8 per cent. of the population was under fifteen years of age, an extraordinarily high proportion, which opens the way to a continuing rapid increase at least for the next generation or two as these children enter the reproductive age-levels. If present trends continue without setbacks such as serious epidemics, the Samoan population may well double within twenty years, bringing the total to about 150,000. This is comparable to the situation in American Samoa, with a present population of about 18,000 Samoans now increasing at approximately the same rate.

7. The full (white) European population has decreased considerably in the last two decades. Apart from the official and missionary groups and employees of the New Zealand Reparation Estates, there are only about 75 white residents in the Territory. Almost no new immigration has taken place in recent years, and most of these older settlers are married to persons of Samoan ancestry. By to-day over 93 per cent. of the group holding European status are local-born part-Samoans. This group has been increasing faster even than the Samoans, and a majority of them are at the pre-productive age levels, presaging further rapid increase.

8. The categories "Samoan" and "European," which once had a racial basis, have by now a legal status which does not have strict reference either to type of ancestry or to ways of living. The two groups are differentiated importantly as regards their legal rights and limitations, as in political representation, land holding, schooling, and Court procedures. But the Samoan group contains, in addition to full Samoans, a numerous though statistically uncounted element of mixed white or Asiatic descent, and also persons of other island ancestry. Since 1934, too, a legal procedure has existed by which part-Samoans of European status who are of half or more Samoan blood may be granted Samoan status. A reverse procedure has existed even longer, in fact from German times, by which persons of Samoan status who are of part-European ancestry may be granted European status. Other part-Samoans hold European status as being the legitimate descendants in the male line of European fathers by legal marriages. Still others have obtained this status by a law of 1944, which declared to be Europeans all persons not already considered as Samoans, and not having male ancestors in the male line with more than three-quarters Polynesian blood. By this law a large number of persons of Asiatic-Samoan ancestry, descendants of Chinese fathers, became Europeans, so that about 15 per cent. of the Europeans in the Territory are not of white ancestry at all.

9. This legal dichotomy between the Samoan and European residents, so obviously by now an artificial distinction, has created serious problems, especially for many of the part-Samoans, and is an increasing source of strain in the Territory. It is resented greatly by the Samoans, especially to the degree that it involves social and other discrimination. Persistence in the European group of a sense of superiority probably accounts largely for the fact that while up to the 31 March, 1947, 541 part-Samoans in the Samoan group have petitioned for and have been granted European status, only 27 of those in the European group have correspondingly become Samoans, and of these latter, 3 have in turn repitioned and become Europeans again recently.

10. According to a resolution adopted by the Council of the League of Nations on 23 April, 1923, "the status of the Native inhabitants of a mandated territory is distinct from that of the nationals of the Mandatory Power and cannot be identified therewith by any process having general application." It was, however, not considered inconsistent with this principle "that individual inhabitants of the mandated territory should voluntarily obtain naturalization from the mandatory Power." In documents of travel the Samoans have been described as "British-protected persons, Natives of the Mandated Territory of Western Samoa." The provisions of the British Nationality and Status of Aliens (in New Zealand) Act, 1928, allow individual inhabitants of the Territory voluntarily to obtain British naturalization. As of 31 March, 1947, certificates of naturalization had been granted to 50 Native Samoans and to 71 inhabitants of European status, including children.

11. Most of the Samoans continue to reside in their ancestral villages scattered round the coast. Altogether there are 192 such villages. The heaviest concentration is along the north coast of Upolu. Here, too, is the town of Apia, which now has within the boundaries of the old municipality a total population of close to 10,000, inclusive of five Samoan villages. Most persons of European status, other than mission workers, live in or around Apia. A small but increasing number of Samoans from outer areas also live in Apia, temporarily or permanently, on an individual basis. In general, however, the elaborate social system of Samoan communities, rooted in the extended family and the authority of the *matai* (titleholder) and *fono* (Council), are still largely intact.

12. All Samoans have long been converted to Christianity. The census of 1945 showed religious affiliation as follows: London Missionary Society, 36,661; Roman Catholics, 11,786; Methodist, 10,580; Latter Day Saints (Mormon), 2,337; Samoan Congregational Church, 547; Seventh Day Adventist, 505; other, 5. The church is an important social as well as spiritual centre in Samoan communities.

C. The Historical Background

13. In the nineteenth century, under the stimulus of European political contacts, a Samoan "kingdom" took form, with a Samoan "King" (*Tupu*). The latter position was held by a non-hereditary succession of Samoan chiefs, representative of the highest families in Samoa, but the rivalries engendered kept the islands in almost constant civil strife. The kingdom persisted, however, until 1899. Certain privileges were obtained from the "independent" Samoan Government by Germany, Great Britain, and the United States, including the right to establish coaling stations. These three Powers also established a separate Tripartite regime over the Municipality of Apia, where nearly all Europeans were living. A Supreme Court dealt with matters involving both Samoans and Europeans.

14. The frequent intervention of the powers and their nationals in Samoan affairs, conjoined with the devious tendencies in the traditional Samoan political organization, made the last two decades of the nineteenth century a particularly troubled period of wars and intrigues. In 1899, after a new dispute over succession to the kingship, the three Powers sent a High Commission to Samoa. As a result, the position of King was abolished with the acquiescence of certain Samoan leaders.

Then, on 16 February, 1900, by a series of conventions, the Powers partitioned the islands, the United States renouncing all rights to the main (western) part, including Apia, which then was taken over by Germany, and Germany in turn renouncing all rights to the smaller (eastern) part, with its harbour of Pago Pago, which went to the United States. Great Britain obtained imperial adjustments elsewhere.

15. The partitioning of Samoa is considered by many Samoans to-day to have been an arbitrary act performed without the consent of the Samoan people. It appears, however, that when the German Government raised its flag on 1 March, 1900, and declared Western Samoa a German protectorate, the leaders of the time gave at least public acquiescence. Mata'afa Iosefa, the outstanding candidate for the title of King (*Tupu*), accepted a newly created title of Paramount Chief (*Ali'i Sili*), and the *Tupu* title was conferred instead on the German Kaiser.

16. The German Administration of Western Samoa continued until 29 August, 1914, when, as a consequence of the war, a New Zealand Expeditionary Force took over the administration from the German authorities. The New Zealand Government instituted a military regime under the laws of belligerent occupation. This lasted for six years.

17. Under the Treaty of Peace of 28 June, 1919, Germany renounced in favour of the principal allied and associated Powers all her rights and titles over her overseas possessions, including Western Samoa. Article 22 of the Peace Treaty (and of the Covenant of the League of Nations) in setting up the mandates system provided that these territories should be administered on behalf of the League and under its supervision. On 7 May, 1919, the Supreme Council of the allied Powers decided to confer the Mandate for Western Samoa upon His Britannic Majesty, to be exercised on his behalf by the Government of New Zealand. The terms of the Mandate for Western Samoa (a "C" Class mandate) were confirmed by the Council of the League of Nations on 17 December, 1920. A constitution for the Territory was provided by an Act of the New Zealand Parliament, called the Samoa Act, 1921. The residents of the Territory were not formally consulted on these arrangements.

18. Neither Article 22 of the Covenant of the League of Nations, which states the underlying principles of the mandates system, nor the mandates charter itself, made explicit reference to "self-government" as an objective of the mandatory regime, but they stressed the responsibilities of trusteeship and "tutelage" towards "those peoples not yet able to stand by themselves under the strenuous conditions of the modern world." The mandatory Power pledged itself to "promote to the utmost the material and moral well-being and the social progress of the inhabitants."

19. When the League of Nations came to an end the New Zealand Government did not regard its rights as having been increased or diminished by this fact. It therefore proposed to continue the administration of the Territory in accordance with the principles of the mandate until other arrangements were made in agreement with the United Nations.

20. The establishment of the United Nations was the occasion for the development of a legal substitute for the mandates system. The preparation of the Charter also gave opportunity for forward steps to be taken in developing the concept of international trusteeship. It

may be noted that vigorous leadership was given by the Prime Minister of New Zealand, the Right Honourable Mr. Fraser, as Chairman of the Trusteeship Committee at the San Francisco Conference, in extending the spheres of international responsibility and introducing explicitly, as an objective of the administration of non-self-governing peoples, the progressive development of free political institutions and of self-government. Under the new Trusteeship Agreement as approved by the General Assembly of the United Nations on 13 December, 1946, the New Zealand Government assumes direct responsibility for the administration of Western Samoa.

21. In the German era political disturbances occurred from time to time. These arose from conflict between the Samoan-style political organization, including powerful orator groups known as *Tumua* and *Pule*, and the German authority. The Germans suppressed these older forms of leadership, substituting for them new positions which still exist—the *Fautua* (High Advisers) and the *Faipule* (District Representatives). A major outbreak in 1909, known as the “Lauati Rebellion,” resulted in the banishment of a number of Samoan leaders to the Mariana Islands.

22. From 1921 the New Zealand authorities launched an active programme of development and welfare, based on a policy of putting Samoan interests first. This was interrupted by the rise in 1926 of a movement called the *Mau* (“Opinion”). This movement was in some respects a reaction against the vigorous impact of new Government measures, and involved some resurgence of the older Samoan political institutions. But it also had the elements of a modern nationalist movement, including slogans for self-determination, and political techniques of non-co-operation and boycott. Certain European leaders supposedly associated with the rise of the *Mau* were banished at this time to New Zealand. A minority of Samoans held aloof from the movement, but among the bulk of the population the *Mau* leaders organized a separate Territory-wide administration roughly paralleling the *Malo* (“Government”). For a brief period in 1929 violence flared, and blood was shed, but otherwise the movement was peaceful.

23. The great depression of the early 1930's reduced the political activity of both the *Malo* and the *Mau* to a minimum. In 1935 the present Labour Government came into power in New Zealand, and the following year it sent a “Goodwill Mission” to Samoa. The banished leaders were returned and a series of measures were taken to break the stalemate between *Malo* and *Mau*, and to advance the welfare of the Territory. In 1939 the Second World War interrupted this programme.

24. Western Samoa felt the impact of the war to a considerable degree. From the start of hostilities with Germany in 1939 the agricultural resources of the Territory assumed importance as a source of supply for the allied Powers. Early in 1942, after the United States entered the war, the Territory became a base for thousands of United States troops. These forces were finally withdrawn in 1945, after influencing considerably the economic and other life of the Territory. Hundreds of persons from Western Samoa also went to American Samoa during this time to work on constructive projects. The post-war period has been marked by the greatest economic boom in the history of the Territory as a result of exceptionally high prices for some of the local products.

D. *Research*

25. The size and resources of Western Samoa have so far made it impossible for the New Zealand authorities to establish research facilities in the Territory to cover necessary fields such as economic development and education. For economic research it has had to depend largely upon the work of the New Zealand Reparations Estates, which are not a part of the Administration (see "Reparations Estates"). Where necessary, experts have been brought from New Zealand.

26. The New Zealand Government now hopes that the co-operative research work projected under the new South Pacific Commission can be of direct aid in the development of the Territory.

II. POLITICAL ADVANCEMENT

A. *The Basis of Government*

1. The constitutional basis of the present system of Government in Western Samoa is provided by the Samoa Act, 1921, and subsequent amendments together with other legislation as referred to below. The Samoa Act, 1921, implemented the mandate as conferred at that time by the League of Nations upon His Britannic Majesty, to be exercised on his behalf by the Government of the Dominion of New Zealand. It is based on the principle that the New Zealand Government "shall have full power of administration and legislation . . . subject to the terms of the mandate, as an integral portion of the Dominion of New Zealand."

2. Under the new Trusteeship Agreement the New Zealand Government assumes direct responsibility for the Government of the Territory. Although provisions of that Agreement are somewhat different from the terms of the mandate, the New Zealand Government, however, has not yet revised formally the constitutional basis of the Territory, so that authority still derives from this earlier body of the law.

B. *Executive Government*

3. The Samoa Act vests the executive Government of the territory in "His Majesty the King in the same manner as if the Territory were part of His Majesty's Dominions." It provides that an Administrator shall be appointed by the Governor-General of New Zealand, to be charged with the administration of the Territory, subject to the control of the Minister of External Affairs. The last named has subsequently been changed to the Minister of Island Territories, the portfolio being held currently by the Prime Minister of New Zealand.

4. With subsequent legislation the Samoa Act sets up the central executive Departments of administration. The system has now been somewhat simplified from that first developed by the New Zealand authorities. The present Departments are as follows: (i) Administrator and Government House; (ii) Education; (iii) Health; (iv) Justice, with which is associated Labour and the Public Trust; (v) Lands and Survey; (vi) Native Affairs; (vii) Police and Prisons; (viii) Postal and Radio; (ix) Public Works; (x) Secretariat; (xi) Treasury, Customs, Produce Inspection, &c. The heads of Departments are appointed by the New Zealand Public Service Commission, with the exception of the Chief Judge, who is appointed by the Minister.

C. Legislative System

5. On the legislative side the New Zealand Parliament has power to pass Acts which have the force of law in the Territory. In addition, by the Samoa Act, the Governor-General in Council is given the power to make "all such regulations as he thinks necessary for the peace, order, and good government" of the Territory. This system of legislating from New Zealand by Order in Council in the form of regulations has been freely used to deal not only with the larger considerations of New Zealand supervision, but also with details of internal administration.

6. The Samoa Act also creates the organs for legislation in Western Samoa. Subject to the limitations set by this wider legislative framework, the Administrator, "acting with the advice and consent of the Legislative Council of Western Samoa," may make laws, to be known as Ordinances, for the "peace, order, and good government of the Territory." The assent of the Administrator is required to such local legislation, and the Governor-General of New Zealand has power to disallow any Ordinance within one year of its enactment.

7. The form of the Legislative Council, which replaced an earlier advisory body of German times, has undergone various modifications. But its basic pattern has remained the same—namely, a majority of official members and a minority of unofficial members. In its present form the Legislative Council is presided over by the Administrator, and comprises (i) the Secretary of the Administration and five senior Department heads as designated by the Governor-General of New Zealand; (ii) four Samoan members formally appointed by the Governor-General, but in practice nominated by the Samoan *Fono* of *Faipule* (below); and (iii) two European members elected as representatives of the European community. The term of office of the members of the Legislative Council is three years.

8. The Legislative Council meets at such times as the Administrator may from time to time determine. Legislative initiative lies with the Administrator, who presents the annual budget, together with other legislation proposed by the Government. Unofficial members have power to propose Ordinances, so far as these do not involve taxation or financial expenditures. But this power has rarely been exercised. Unofficial members also have the right to present petitions, ask questions, and propose motions. Because of the tendency to legislate directly by Order in Council rather than by local Ordinances, the work of the Legislative Council has been light, occupying only a few brief sessions annually. This has also tended to undermine confidence and interest in the Council among the local population.

9. For the European community representation is based on a roll of registered voters holding European status who have been resident for at least one year, and are twenty-one years of age or over. In the earlier years a property qualification was set, so that the electorate was limited to somewhat over one hundred whites and part-Samoans of higher economic status. In 1936 the franchise was extended to all adult members of the European community who cared to register. As of the last election, held on 1 November, 1944, the roll totalled 792, of whom 560 voted. As yet no significant political parties have taken form.

10. On budgetary matters an Advisory Finance Committee is consulted by the Administrator. This body, created in 1936, has three official members in addition to the Administrator, together with four Samoans and one European (see "Public Finance").

D. *The Honourable Fautua*

11. The Administrator is advised in matters relating to the Samoan people by three "High Advisers" (*Fautua*) appointed by the Minister of Island Territories. The Honourable *Fautua* are the highest Samoan title-holders, representing the outstanding "Royal" family lines of Samoan society, and currently holding the historically well-known titles, Tamasese, Malietoa, and Mata'afa. (These are listed in their order of appointment.) Though these leaders have no statutory powers or duties, they meet with the Administrator, usually once a month. The Administrator consults with them on matters of importance to the Samoan people, and they may initiate consultations with him when they feel this to be necessary. They also take part in meetings of the *Fono* of *Faipule* (below) and in special Councils such as the one which led to the sending of the petition. Because of their high rank they exercise a great deal of influence in Samoan affairs. On ceremonial occasions they receive official honours appropriate to their status as "Royal descendants."

12. The *Fautua* positions were created by the German Government in 1912, after the abolition of the Samoan kingship and the death of the potential incumbent, Mata'afa Iosefa, who had been given a substitute title by the Germans: "Paramount Chief" (*Ali'i Sili*). It was hoped that by having the two greatest "Royal" lines each represented within the Government their historic rivalry would be reduced and co-operation of both groups would be assured. In 1936, at the request of the Samoans, the holder of the Mata'afa title was appointed as a third *Fautua*.

E. *The Fono of Faipule*

13. In addition to the representation of the Samoan people by four members of the Legislative Council and four on the Finance Committee, a Council of Samoan representatives has been developed under the New Zealand Administration called the *Fono of Faipule*, and often referred to by the Samoans as a "Parliament."

14. After various changes the *Fono* now consists of forty-one members, representing constituencies based on the traditional Samoan districts and sub-districts. It ordinarily meets twice a year, and the members have the statutory right to "consider such matters relative to the welfare of the Samoan people as of their own initiative they think proper or as may be submitted to them by the Administrator and to express their opinions and make their recommendations to the Administrator" (*Faipule Election Ordinance 1939*). In practice, proposed Ordinances affecting the Samoan people are submitted, among other matters, to the *Fono* for their views, and if they are opposed the measure is rarely proceeded with.

15. This body had its origin partly in a lower "House of *Faipule*" established by the Constitution drawn up in 1873 by Steinberger for the Samoan Kingdom, and partly in a central advisory council or regional officials (*Faipule*) created in 1905 by the German Government to replace that House. Under New Zealand Administration such a Council was given statutory recognition (Samoa Amendment Act, 1923), though the *Faipule* continued to be nominated by the Administrator and still were looked on by the Samoans as official representatives of the Government rather than as their own representatives in the Government. By the *Faipule* Election Ordinance 1939 a definite move was made to shift the emphasis the other way. This Ordinance authorizes each constituency to "elect or choose" its representatives in such a manner as the *matai* (title-holders) of the constituency see fit, provided such a person is qualified in accordance with existing Samoan usage and custom. The process of election sometimes proves slow, and may engender considerable rivalry, but it is by now well established. The names submitted are still subject to confirmation by the Administrator.

16. The *Faipule* to-day, as a result of this process of development, and quite in accordance with Samoan custom, have both executive and advisory-legislative responsibilities. In their districts they give leadership as part-time paid officials in matters relating to the Administration. In the central *Fono* they become the primary means of consulting Samoan opinion through the Territory as a whole. The *Fono* proceedings follow Samoan custom, with elaborate formal and informal discussion, followed by crystallization of the general opinions in pronouncements by persons of higher rank. The Honourable *Fautua* have a *de facto* right to be present. The *Fono* provides a valuable mechanism for developing Samoan opinion in comprehensive fashion. A *Faipule* is also likely to find it desirable or expedient to consult the Councils and leaders in his own constituency in matters of importance.

17. On questions of paramount concern to the Samoan people the Administration may be asked to expand the group to include all top-level Samoan officials, and also to invite unofficial representatives from the traditional districts. Such a "Council of Representatives of all Samoa" was held previous to the sending of the petition. Councils of "Representatives" have also been called unofficially by Samoan leaders, as at the time of the *Mau* movement, and recently at Lepea Village, near Apia, before and during the visit of the Mission, to formulate Samoan views.

F. The Department of Native Affairs

18. The detailed relations between the Administration and the Samoan people, including regional and local administration, are mainly channelled through the Department of Native Affairs. This Department has its headquarters at Mulinu'u, the former capital of the Samoan Kingdom, about two miles from the general administrative centre at Apia. The Secretary of Native Affairs, who is in charge of the Department, is expected to be the main expert of the Government on all Samoan questions.

19. The Department of Native Affairs is responsible for supervising the nomination by the Samoans of the highest Samoan officials and representatives, and the Secretary is expected to work with these leaders in their official activities. The Department also handles the administrative work of the Land and Titles Court (see "*Judiciary*"), and publishes the official *Gazette* in the Samoan language. As a matter of policy it pays the fullest attention and respect to the ceremonial customs which are such a marked feature of Samoan life.

20. Estimated expenditure of the Native Affairs Department for the year 1947 to 1948 is £17,315, or about 3·7 per cent. of the total budget. This includes the European and Samoan members of the classified staff (£5,089) and the 293 part-time Samoan officials at all levels (£7,400). It also includes expenses for Councils, and for travel and ceremonies (£2,750).

G. District and Village Administration

21. Regional administration in Upolu Island is handled by four European members of the Native Affairs Department from the headquarters at the Native Affairs Department at Mulinu'u. Savai'i is supervised by a Resident Commissioner, with headquarters at Tuasivi in the area of the greatest settlement on that island.

22. Under these officials there are fourteen district administrations, eight on Upolu and six on Savai'i. Each is staffed by Samoan officials who are nominated by the people but formally appointed by the Administrator. These officials hold office for three years, and consist of a *Fa'amasino* or District Judge (see "*Judiciary*"); a *Leoleo*, or Policeman-Messenger; and a *Pulefa'atoaga*, or Plantation Inspector. These, together with the *Faipules* whose constituencies lie within each district, make up the district staffs under the Department. Contact is maintained by the European officials with these Samoan officials through visits and reports, and the Samoan officials also keep in touch with the regional public health and police staffs (see "*Public Health*" and "*Public Order*"). But their activities tend to be limited, as they are untrained part-time employees on low salaries (see "*Personnel*"). Furthermore, inspections by European staff members have not been frequent enough to maintain close relationships with Samoan district officials, or with the village officials and the people of their districts.

23. At the village level, the Government is represented by an elected Samoan official of the same part-time status called the *Pulenu'u* (Mayor). As at 1947 there were two hundred *Pulenu'u* in Western Samoa, several of the larger communities having more than one. They are responsible for promulgating and enforcing the laws of the Government in such matters as registration of births and deaths, village cleanliness and order, control of live-stock, burial of the dead, reporting breaches of the peace to the District Judge, and working with the village school-teacher. They may act as representative of the Government in initiating preliminary discussions in disputes over land and titles. They maintain sporadic contact with the Samoan district officials, but more regular contact with the central headquarters through visits and reports.

24. To date the elaborate traditional Samoan system of District and Village Councils and leaders has not been integrated directly with this administrative organization, though it comes into play indirectly in the nomination of the officials, formulation of Samoan opinion on official activities, and the maintenance of public order in terms of traditional Samoan usage. In 1925 the New Zealand Government issued a Native Regulations (Samoa) Order establishing District Councils of officials and leaders with powers to make by-laws, subject to approval by the Administrator, and to administer these by-laws. It also provided for the creation of village Committees with certain executive powers. But this plan collapsed with the emergence of the *Mau* movement in the following year, before it could be properly tested, so that these regulations were finally revoked in 1938. The feeling is widespread among officials and others that the gap which still exists between Government organization and the Samoan District and village organization is one of the weakest aspects of the present administrative situation.

25. The Village Women's Committees which are found throughout the Territory were first started in 1924 by a woman doctor to deal with village health and baby care. They received an impetus from the *Mau* movement, as there was a period when women's organizations carried on public demonstrations after those of the men were banned. The Women's Committees receive to-day the full support of the Administration and give a vigorous organized outlet to the women, who hitherto have had by tradition a rather subordinate social position. Among their activities are periodic inspection of houses and furnishings, attention to cleanliness, sanitation, infant care, and other health conditions, and care of visitors to the community.

H. *The Town of Apia*

26. This urban area has no separate system of administration. Its affairs are dealt with directly by the Government Departments. In the days of the Samoan Kingdom a Municipality of Apia existed under tripartite control by the Great Powers, but this supervised not only the town area as such, but also the activities of the resident European population in Samoa not holding Samoan citizenship.

27. The Aleisa Land Settlement, some eight miles from Apia, was given on 20 November, 1946, the power to elect a Council and make by-laws, and a Mayor and two Councillors are now holding office (see "Aleisa Land Settlement").

I. *Public Order*

28. Western Samoa is in general orderly by Western standards, and major crimes are rare. The principal offences brought before the Courts are petty theft, assault, disorderly conduct, affrays, trespass, and (in north Upolu) traffic violations. In 1946 a total of 1,885 cases were brought before the Courts.

29. The Department of Police and Prisons is responsible for maintaining law and order. It is headed by a European Inspector, who is in charge of both the Police Force and the prisons. The total staff of the Police Force is 68. In Apia, in addition to the Inspector, there are 6 Europeans comprising five locally-born police officers and an

accountant, and on Savai'i the Resident Commissioner acts as deputy to the Inspector. In addition there are 56 Samoan police, including 9 non-commissioned officers, stationed at Apia headquarters or at district outposts, and an appropriate Samoan clerical and messenger staff. The Samoan police are trained and uniformed. The elected Samoan police-messengers (*Leoleo*) attached to the District Courts under the Native Department are not a part of this force, being untrained part-time officials.

30. The work of the Police Department includes, besides regular police work, the registration of vehicles, and the registration and control of all firearms, ammunition, and explosives imported into the Territory. The Department also controls immigration and emigration, and the issuing of passports and travel permits. The Inspector of Police is also responsible for the operation of the fire brigade. The constables at the out-stations work as agents for most of the Government Departments, and maintain contact by radio with the central office via the Apia radio station. Any serious crime committed in the outer areas can be reported immediately in this way. All investigations in connection with serious crimes are carried out by European officers.

31. There are two prisons in the Territory. One is run on the lines of a self-supporting farm school, which provides an educational as well as a corrective service. The prison farm staff comprises a European gaoler and 7 Samoan warders, in charge of an average of 70 prisoners. The second prison, under a Samoan sergeant and 6 warders, is for the more refractory prisoners. It has an average of 30 inmates, who are provided with useful work.

32. For 1947 to 1948 the appropriation for the Police and Prisons Department totals £16,240, or about 4s. 4d. *per capita*.

J. Judicial Organization

33. The basic law of Western Samoa was laid down in the Samoa Act, 1921, which provides a criminal code as well as opening the way to subordinate legislation (see "Legislative System"). The law of England as existing on 14 June, 1840, the date on which New Zealand received the constitution, is brought into force with certain modifications. The statute law of New Zealand is declared inapplicable to the Territory except as specifically provided, and other aspects of New Zealand law are defined as having application or otherwise. Special provisions relating to Samoans are made in the Samoa Act as regards certain matters, including discretionary enforcement of contracts, rights of succession to property, and land tenure (see "Land"), the last two mentioned requiring that Samoan custom be taken fully into account.

34. The Samoa Act sets up the High Court of Western Samoa, to consist of a Chief Judge and other such Judges, Commissioners, and *Fa'amasino* (Samoan Judges) as the Minister of Island Territories may think necessary. Appointments of the Chief Judge and Commissioners are made by the Minister, and they hold office during his pleasure. The Chief Judge exercises all the powers of the High Court in both criminal and civil matters, whereas the Commissioners have jurisdiction over less serious cases only. In addition, the Administrator may appoint

such Samoan Judges as he thinks necessary, holding only such jurisdiction as he shall prescribe, extending only to Samoans, and without authority to impose any term of imprisonment. As of the present time there are, in addition to the Chief Judge, four European Commissioners, three Samoan Associate Judges of the High Court, and fourteen Samoan Judges in charge of District Courts.

35. A system of Assessors, somewhat equivalent to a jury system, is provided for more serious criminal cases. The Court appoints four Assessors from a standing panel nominated by the Administrator and consisting of both Europeans and Samoans, nearly all of the latter being Judges or ex-Judges. In cases where the defendant is a Samoan it is the current practice to name one Samoan Assessor among the four. Where Assessors are used, the verdict requires the concurrence of at least three of the Assessors. Two qualified solicitors are in private practice in Apia, and handle cases before the High Court.

36. The Samoan Associate Judges of the High Court are appointed by the Administrator on the basis of nominations by the *Fono* of *Faipule*, and hold office for three years. Originally they held Courts in Apia to deal with minor Samoan offenders, but to-day the police prefer to have all the cases at Apia tried by one of the Commissioners or by the Chief Judge. These Samoan Judges therefore sit on the bench in an associate capacity. In cases where the defendant is a Samoan they may take a very active part in the proceedings, as in questioning witnesses and helping to frame a just verdict. Where the defendant is a European they may possibly be present, but they take no part in the decision.

37. A right of rehearing, equivalent in practice to an appeal, is allowed from decisions of the Samoan Judges to the Commissioners, and on to the Chief Judge. An appeal is also allowed under certain conditions from the High Court to the Supreme Court of New Zealand. But only a very few such appeals to the Supreme Court have ever been made, and none since 1934; nearly all were connected with the political activities of the *Mau* movement.

38. The Justice Department is headed by the Chief Judge, and handles the administrative aspects of the Judiciary. A Legal Officer, formerly called a Crown Solicitor, ordinarily advises the Administration on legal matters and represents it before the Court, but this office is at present vacant. The Justice Department has incorporated into it the work of a former Labour Department, and also that of the Public Trust.

39. A special judicial body has been created, called the Native Land and Titles Court, to deal with disputes over the control of "Native land" and the right to hold traditional Samoan titles. The present Court is a successor to a rather similar body developed under the German régime, and its present form is based on the revised Native Land and Titles Protection Ordinance, 1934. This Court is important not only as a means of settling increasingly frequent disputes, but also as providing an outlet for the claims of Samoans to their customary rights; it is here that Samoan usage has its fullest expression and sanction by law. The Chief Judge is President of the Court, and is assisted by at least two European Assessors well versed in Samoan custom, and at least two Samoan Judges. The decisions are usually reached only after prolonged hearings, and no appeal exists except by way of application

to the President for a rehearing. The Court is highly respected by the Samoan people, and its judgments rarely need to be enforced through the High Court. Large numbers of disputes are settled out of Court through the mediation of the Native Department.

40. The present Samoan District Court system was re-established in 1938 after a lapse during the *Mau* period. The fourteen Samoan District Judges, like the Associate Judges, are nominated by the *Fono* of *Faipule*, and appointed by the Administrator every three years. Their jurisdiction extends to civil actions up to the value of £5 where both parties are Samoans, and to criminal offences by Samoans only in the case of theft of under £2 value, adultery, breach of the peace, and some twenty five other offences prescribed by the legal code. It cannot be said, however, that these Courts adequately fill the needs of the outlying districts. The number of cases they deal with is small in comparison with the number of cases dealt with judicially by the Samoan-style Village Councils on the basis of local custom. The village title-holders (*matai*) continue to exercise the real authority, and prefer to deal with offenders themselves, rather than sending them for trial before the District Judges. Cases on which the Village Council cannot agree are likely to be referred directly to the Apia Court, or to Savai'i to the Resident Commissioner's Court. The Government is now considering the possibility of giving statutory recognition to the right of Village Councils to exercise jurisdiction in terms of traditional custom.

K. *The Statute Law and Samoan Custom*

41. Samoan "customary law" is in general allowed to continue without official interference, except for certain old customary acts now held to be criminal. There are some actions which, when committed by Samoans, are offences against their own custom without being offences against the written law, as, for example, supplying the wrong type of food on ceremonial occasions, or failing to provide services to the title-holder. These are handled by the Samoans, if they so wish, through their customary family and community procedures, and by applying their own sanctions, in the form of rebuke, fines, ostracism, or even banishment. A notable instance of divergence of custom from the written law is in the attempted settling of criminal offences by "reconciliation" through fines of pigs or other wealth by the Village Councils, who then share in the proceeds.

42. From time to time Samoans have expressed their willingness to bring their custom and the written law into closer harmony, either by modifying the custom or by amending the law. At the request of the *Fono* of *Faipule* two special customary offences in the form of extreme Samoan-style insults have been incorporated as statutory offences in the written law. It would be difficult, however, to codify Samoan law in any comprehensive fashion, partly because of regional and local variation. However, most of the statutory offences already prohibited by the written law as being anti-social or anti-Christian are also now regarded as acts contrary to modern Samoan custom as modified by the influence of western civilization and the missions.

43. A serious problem in using Samoan custom as a basis for law arises from the fact that it is undergoing considerable change in the modern period, and tends to become less precise as the elders who have

expert knowledge of it die off. Increasing numbers of Samoans are tending to break away, as, for example, in cases where younger people resist the *matai* authority. This may involve a growing disorganization beneath the apparently orderly surface of life. Samoan-style sanctions are likely to be increasingly resisted, and dissatisfied parties are already appealing frequently to the Native Office and to the Courts, including the Land and Titles Court.

L. Personnel

44. The Samoa Act, 1921, created a Samoan Public Service under the control of the New Zealand Minister of External Affairs, who delegated to the Administrator the power of making appointments. The Administrator was also empowered to fix the salaries of officers appointed by him. In 1931, however, the Samoan Public Service was placed directly under the control of the New Zealand Public Commissioner, now the Public Service Commission. This Commission currently has jurisdiction over all employees except the Administrator, the Chief Judge, and the part-time Native officials, and theoretically it makes all appointments and fixes all the salaries. In practice authority to appoint members of the non-established staff and casual workmen has been delegated to the Administration, which also has the authority to fix salaries for individual officers within a scale approved by the Commission.

45. The present system of tenure for employees of the Administration is complex. Some of the highest positions, mostly occupied by officers from overseas, carry special salaries. Most officers, however, are on standard New Zealand Public Service salary scales, plus a tropical allowance. Several local European officers are also on this standard Public Service scale, but without the tropical allowance. The rest of the local employees, European and Samoan, are on a separate local salary scale, some being on the established (classified) staff, but others not; the different types of employment such as clerical works, police, teachers, and nurses have their own range of salary scales, the variation being from a maximum of £415 annually to a minimum of £50 in established positions. All members of the established staff contribute to the New Zealand Public Service Superannuation Fund.

46. The New Zealand Public Service Commission usually recruits officers for the higher positions by advertising within the New Zealand Public Service. In other instances, particularly for the professional men such as doctors and dentists, advertisements are inserted in the press. The term of recruitment is usually for three years. The endeavour is made to obtain officers temperamentally suited for the work, though special training has not been insisted upon, mainly because officers with special qualifications in these professions are rarely obtainable. The service is a small one and the scope for promotion is so limited that few officers on the permanent staff of the New Zealand Public Service can be induced to choose it as a career. Recently the New Zealand Public Service Commission advised as follows: "The Public Service Commission would welcome the day when Western Samoa could stand on its own feet as far as staffing is concerned. Great difficulty is experienced in getting officers to go to Western Samoa, and this is becoming more so, as officers consider that three years' absence from New Zealand considerably affects their experience and prospects of promotion."

47. At the present time there are 71 positions (including 8 vacant) held by full European officers, of whom 7 are recruited from the residents of the Territory. This number is made up as follows:

Government House	Administrator; Aide-de-Camp and Farm Manager ..	2
Education Department ..	Superintendent of Schools and 14 teachers	15
Health Department	Chief Medical Officer and 3 Medical Officers (2 vacant); Dental Officer (vacant); Dispenser; Hospital Secretary; Matron, Assistant Matron, and 10 Nursing Sisters (2 vacant) ..	19
Justice Department (including Public Trust and Labour) ..	Chief Judge; Legal Officer (vacant)	2
Lands and Survey Department	Chief Surveyor; Surveyor, and 2 Draughtsmen (both vacant) ..	4
Native Affairs Department ..	Secretary; Resident Commissioner, Savai'i; and clerk ..	3
Police and Prisons Department	Inspector; Sub-Inspector; Gaoler; Clerk; Constable ..	5
Postal and Radio Department ..	Postmaster; Line Foreman; Radio Superintendent Mechanic; Radio Operator	5
Public Works Department ..	Officer in Charge; Engineer; Chief Clerk; Storekeeper; Electrician	5
Secretariat Department	Secretary; Assistant Secretary; Staff Clerk	3
Treasury and Customs Department	Treasurer; Assistant Treasurer; Import Control Officer; Customs Examining Officer; 2 Clerks; Inspector of Produce; Harbourmaster	8

It will be seen that for the great majority of the above positions, professional or technical training is a necessary qualification; and until local residents acquire such training the Administration must look to overseas for its professional and technical officers. The combined salaries of the officers of this class, exclusive of travel and other special costs, is £42,593, or an average of about £600 annually *per capita*.

48. Local-born Europeans of part-Samoan ancestry employed in the Administration number 102, all of whom are on the established (classified) staff. Their average salary is about £200 annually *per capita*, and they are employed in the following Departments:—

Education	27	Police and Prisons	9
Health	10	Postal and Radio	14
Justice	8	Public Works	9
Lands and Survey	3	Secretariat	5
Native Affairs	4	Treasury and Customs	13

For the most part they are junior officers who enter the Service after receiving the Primary School Leaving Certificate. This is at least three, if not four, years below the minimum educational requirements for cadets and female employees entering the New Zealand Public Service. In three or four cases where officers have been sent to New Zealand for periods of training they have developed into competent officers, and are now holding responsible positions—namely, the Registrar of the High Court; the Hospital Bacteriologist; the Accountant in the Treasury; and the Field Assistant, Lands and Survey Department.

49. Comparatively few of the local Europeans, whether male or female, remain in the Service for any length of time. Almost invariably after three or four years' training they either seek transfers to New Zealand Departments as temporary employees, or resign and emigrate to New Zealand, where salaries and wages are generally higher and where they are free from the calls of their relatives upon their earnings. Where temporary transfers have been arranged it has been found that officers are usually reluctant to return to Samoa. The attraction and the greater scope which New Zealand is able to offer and the facilities available there for higher education are also responsible for the steady loss to this service of the more enterprising and ambitious junior officers.

50. There are 524 Samoans employed in the following Departments on a full-time basis :—

Government House	..	..	..	..	1
Education (including trainees)	..	..	..	..	244
Health (including cadets and probationers)	..	..	..	..	166
Justice .. .. .	..	..	..	..	1
Lands and Survey ..	..	..	..	..	2
Native Affairs ..	..	..	..	..	16
Police and Prisons ..	..	..	..	..	61
Postal and Radio ..	..	..	..	..	21
Public Works ..	..	..	..	..	5
Secretariat ..	..	..	..	..	2
Treasury ..	..	..	..	..	5

Their salaries average about £68 annually *per capita*, but most of those in the Health Department receive food and living quarters, and many of the others have houses and land for gardens provided free. About 70 of the above are on the established (classified) staff. Samoans are also employed on miscellaneous clerical duties, such as those of typist, radio operators, messengers, &c. The standard of education is generally not high, and there is a heavy annual reduction in staff (about 50 per cent. of the local-born Europeans and Samoans) through resignations, dismissals, marriages, and other causes. Generally the Samoan finishes school late and marries early, and the salaries paid for junior positions are usually insufficient to support him and his household unless there is family land in the vicinity of his employment where he can produce foodstuffs. Moreover the Samoan's way of life does not fit him for regular and constant employment six days a week, and after a short period in the Service the great majority return to their villages.

51. Under the Native Affairs Department there are 293 part-time Samoan officials whose combined salaries amount to £7,400, or an average of £25 per annum each. These officials, whose duties are light and interfere very little with their normal activities, comprise the following :—

3 <i>Fautua</i>	..	÷	..	..	at £300 each.
4 Samoan members of the Legislative Council					at £60 each.
41 <i>Faipule</i>	..	..	..	..	at £ 52 each.
3 Associate Judges	..	..	..	..	at £ 96 each.
14 <i>Fa'amasino</i> (District Judges)	..	..	..	..	at £ 24 each.
14 <i>Leoleo</i> (Policemen to District Judges)	..	..	..	..	at £ 9 each.
27 <i>Puluf'atoaga</i> (Plantation Inspectors)	..	..	..	..	at £ 27 each.
200 <i>Pulenu'u</i> (Village Mayors)	..	..	..	..	at £ 15 each.

52. In addition to the above classes of employees the Administration regularly employs about 400 casual labourers recruited from local-born Europeans and Samoans. These workmen are mainly employed by the Public Works Department, but there are a few in the Health, Lands and Survey, and Postal and Radio Departments. Their wages range from 5s. per day for unskilled labourers up to 22s. 6d. per day for foreman carpenters in charge of a number of men. Labourers work a forty-four-hour week and are paid for overtime at the rate of time and a half, with a minimum of 1s. per hour.

M. Public Finance

53. In general the Territory has been financially self-supporting, though in the ten years from 1921 to 1931 the New Zealand Government contributed annual subsidies averaging about £24,400, or 17 per cent. of the total public income for the period. As of 31 March, 1947, there was no outstanding indebtedness, and the accumulated surplus totalled £417,758.

54. By the Samoa Act, 1921, the public revenues of Western Samoa constitute a single fund, known as the Samoan Treasury. The collection, expenditure, and control of these revenues, and the auditing of accounts, are carried out in accordance with regulations made by the Governor-General in Council. At present they are defined by the Samoan Treasury Regulations 1930. Subject to such regulations, and to the control of the Minister of Island Territories, all moneys in the Treasury may be expended by the Administrator for such public purposes as he sees fit. The Administrator is required to forward to the Minister not later than 31 May each year a detailed statement of the estimated revenue and expenditure for that financial year (1 April to 31 March), and not later than 30 September a supplementary statement of any further expenditure subsequently found necessary. These estimates are first discussed by the Finance Committee and then by the Legislative Council before they go to the Minister for his approval.

55. In the peacetime years before 1939 the annual public revenue of the Territory, exclusive of subsidies, ranged between £105,000 to £140,000. In the extreme depression year of 1934 to 1935, however, they fell as low as £78,808. By contrast, under the stimulation of the recent war and post-war trade boom, revenues have risen sharply; for 1946 to 1947 they totalled £334,838. The official estimate of public income for 1947 to 1948, apart from subsidies, is placed at £321,260.

It must be recognized, however, that a resumption of economic "normalcy" in the Territory after the present boom is likely to entail a serious drop in income once more.

56. Public revenues at the present time are derived almost wholly from indirect sources, such as import and export duties and port operations. Estimates for 1947 to 1948 anticipate collections of £100,000 from import duties, and £74,000 from export duties on the island products. Though the rates have subsequently been revised, it may be noted for comparison that in the depression year of 1934 to 1935 income from import duties totalled only £21,882 and that from export duties £9,436, illustrating the great changes in island revenues in terms of world market conditions. Port services are expected to produce about £27,500 in 1947 to 1948. Other major sources of net income, applying almost wholly to the European community, consist of a store-tax estimated at £40,000, a building-tax (£3,100), a salary-tax (£31,100) and water rates (£1,100).

57. Customs and export duties are imposed by regulations made by the Governor-General in Council. All other taxes, rates, fees, and dues are imposed by Ordinances of the local Legislative Council. Since 1931 the import duty has remained at 17½ per cent. *ad valorem* on British goods and 25 per cent. on foreign goods; but in 1940 a surtax was added to the amount of duty payable, consisting of 15 per cent. on British imported goods and 25 per cent. on foreign. The principal export duties are on copra, cocoa, and bananas. In 1929 the rate of copra export duty was increased from £1 to £1 10s. per ton to meet the loss of revenue caused by the non-collection of Samoan taxes. This extra 10s. was refunded to European growers until 1942, when the duty was changed to 10 per cent. of the f.o.b. value, without rebate to European growers. The export duty on cocoa was £2 per ton until 1942, when it became 3¾ per cent. of the f.o.b. value. From 1933 to 1940 refunds of cocoa duty were made on the sliding scale, depending on the f.o.b. price; under this scale the entire cocoa duty was refunded during the worst years of the depression. The duty on bananas has remained at 6d. per case.

58. No individual income-taxes or head-taxes are collected at the present time, except a salary-tax on incomes over £200. In German and early New Zealand times heavy direct taxation was imposed on all adult male Samoans. But as part of the non-co-operation of the *Mau* movement the people refused to pay taxes, and in 1936 the New Zealand Government acknowledged the situation by revoking the tax law and cancelling the uncollected amounts. The tax consisted of £2 for a title-holder (*matai*) and £1 16s. for a commoner, and consisted partly of a personal tax and partly of a medical levy. In addition, dog-taxes and gun-taxes were imposed; these also were cancelled subsequently. In 1935 to 1936, the last year of effective collection, the income from all these taxes totalled £19,424. An earlier general tax on adult male Europeans of £1 5s. has also been cancelled.

59. Annual expenditures in the Territory have fluctuated sharply, and follow closely the available public income. For 1947 to 1948 an expenditure of £476,196 is contemplated, including £85,000 from the accumulated reserves, and £70,400 as subsidies from the New Zealand Government. Budgets to date show the heaviest non-recoverable expenditure in the fields of public health, general administration, public

works, and education. For 1947 to 1948, major non-recoverable expenditures are contemplated on public works (£255,114), health (£63,368), education (£36,400). These all represent very great increases over pre-war expenditures. For general administration, estimated costs are as follows: Administration and Government House, £5,340; Secretariat, £12,180; Native Affairs, £17,315.

60. Subsidies given by the New Zealand Government in the earlier years amounted to £244,362. From 1931, with the advent of the depression, such grants were discontinued. As of 1945 to 1946 a subsidy of £3,107 was given to finance educational scholarships to New Zealand, and in 1946 to 1947 £10,451 was given for scholarships and road development. In the present fiscal year a total of £70,400 is being allotted from the income of the New Zealand Reparation Estates in Western Samoa for scholarships, road development, and a local broadcasting system. The New Zealand Government has informed the Mission that all cumulative profits from these Reparations Estates to date will be contributed to the Territory for development and welfare purposes.

61. Various overseas loans were raised by the Administration in the years 1920 to 1932 for development purposes, totalling in all £204,200. These were being paid off steadily in the pre-war period, and the New Zealand Government gave a grant of £25,000 to help in such loan reduction. The high revenues of recent years have now enabled the Territory to complete the repayment of outstanding amounts, so that it is now completely free of debt. The raising of loans by the Administration requires an authorizing Order in Council by the Governor-General. They are made out of moneys appropriated by the New Zealand Parliament, and are issued by the Minister of Finance, who pays the sum concerned into the Samoan Treasury. The terms of the loan have to provide for the establishment and maintenance by the Samoan Treasury of a sinking fund under the control of the New Zealand Treasury sufficient to repay the loan within thirty years. In emergency cases the New Zealand Minister of Finance, on the recommendation of the Controller and Auditor-General, may make temporary advances to the Samoan Treasury out of moneys available in the Public Account, such advances being repayable within six months.

62. As a result of the high public income of recent years and the curtailment of public works because of scarcities of materials the Administration has been able to build up substantial reserve funds. The three financial years from 1943 to 1946 each produced a surplus of revenues over expenditures of more than £50,000, and for 1946 to 1947 the surplus was £103,602. As of 31 March, 1947, the accumulated reserves of the Territory consisted of £417,758, of which £358,550 has been invested in New Zealand, and the rest comprised cash or credits in Samoa.

63. The proposed budget of the Territory is considered yearly by a special advisory Finance Committee before it is presented to the Legislative Council. This Finance Committee was formed in 1936 in order to meet European and Samoan requests that they be allowed to exercise a greater say in financial affairs. It consists at the present time of four representatives of the Administration, including the Administrator, together with four Samoans and one European. The Samoan members are appointed by the Minister of Island Territories on the nomination of the *Fono* of *Faipule*, and the European member is similarly appointed

on the nomination of the Administrator. The Committee, together with the Legislative Council, may make recommendations regarding the estimates, but authority for their approval or otherwise rests with the Minister. The value of the Finance Committee has been an open question. It appears to have little influence on financial policy.

64. A statement prepared for the Mission by the Treasurer reviews comprehensively the financial situation of the Territory as follows:—

“The country has been financially self-supporting since the early 1930's. The non-co-operation (*Mau*) movement of the Samoans then in existence had a good deal to do with this . . . The scope of the services having been restricted because of political reasons, it was then possible to tide over the worst of the depression years by further reducing the amount spent on a largely unresponsive people for education, native, and health services . . . the trend in expenditure was towards public works and debt repayment . . .

“Now the *Mau* movement, the depression, and the war are done with there is a general tendency to revert to the policy of freer spending which characterized the early days of the regime . . . So long as the present boom lasts expansion in expenditure at any pace will be taken care of, but a return to normalcy must be expected. When this happens our present revenue can drop, even with the now widened scope of import duties and store-tax, to at least as low as £150,000. If in the meantime an organization has been built up with fixed charges in salaries alone almost equal to this sum, our financial position will be difficult.

“The present need is therefore for a clear statement of financial policy which will say whether it is intended that the Territory should remain self-supporting, or whether future possible excesses of working expenditure over local revenue are to be met by general subsidies from New Zealand, as distinct from subsidies from the profits of the New Zealand Reparation Estates for special development purposes. It is only in the event of a definite understanding that the New Zealand Treasury will meet any deficits that the increasing overhead charges of educational and other services can continue without careful scrutiny. If it is decided that the Territory should be expected to continue to present a balanced budget, then the amount which can be afforded for these services will have to be determined in relation to possible future trends in revenue.”

III. ECONOMIC ADVANCEMENT

A. General Economic Situation

1. The economic life of Western Samoa follows the general pattern familiar in the tropical Pacific Islands. A local subsistence economy, based on the growing of foodstuffs such as taro, coconuts, and bananas, the gathering of all kinds of seafood and the raising of pork and poultry, is still of the utmost importance in the life of the community. Superimposed on this is a money economy depending on the export of a few marketable products. Such exports consist almost entirely of coconut products (copra and desiccated coconut), cocoa-beans, fresh and dried bananas, and a little rubber.

2. The participants in this economy based on external trade are: the Samoans, who require a certain money income for purchase of consumer goods, and for church offerings and a few other needs; a few immigrant and local-born European planters; the New Zealand Reparation Estates, which are owned directly by the New Zealand Government; and the overseas and local trading firms which attend to the marketing of produce and the distribution of consumer goods throughout the Territory. Subsidiary to the planting and trading groups are a fairly large number of wage-earners, consisting mainly of immigrant and local-born Europeans in Apia, but with an increasing number of Samoans also in the town area and in the trading stations of the outer districts. The wage-earning community of public servants and missionaries, both European and Samoan, is also a considerable force in the Territory.

3. The Samoans in general still lean to the side of the traditional subsistence economy to satisfy their basic needs. But they now add a considerable range of purchased consumer goods according to their financial means. Participation of Samoans in the money economy has been greatly increased during the boom times of the war and post-war period. Many Samoan families, especially around Apia, have come to depend heavily on the trade store even for basic foods. This condition may lapse again, however, as happened in the depression period of the early 1930's, when Samoans were forced back to a great extent upon their old economy. Almost no Samoans have entered business pursuits, because the co-operative family and community system under which nearly all Samoans continue to live does not favour individual enterprise of this kind. This pattern, however, is slowly starting to change, and a few Samoan leaders have recently become interested in trading enterprises.

4. The small number of Europeans from overseas are nearly all employed by the Administration, the Reparation Estates, or the missions. The remainder consist of a few planters, professional and business men, and employees of two big overseas trading firms. The trend has been for their numbers to be reduced, and for their activities to be increasingly taken over by local persons, sometimes their own local-born children.

5. The local-born Europeans, almost all of part-Samoan ancestry, and now increasing rapidly in numbers, are in a less favourable economic situation. Official figures show that 72 are proprietors of businesses, 121 are Government employees, clerks, and other employees with salaries of over £200 a year, and a few are large-scale planters. But the majority live very precariously from poorly-paid urban occupations such as less-skilled clerks, artisans, and labourers, or else carry on small-scale agriculture where they have inherited European freehold lands. Because of the limited number of job opportunities in Government and business for these local-born Europeans, it appears that they must make their living increasingly from the land. A land-settlement scheme developed by the Administration for such families is discussed later (see "Aleisa Land Settlement"). Many local-born Europeans have been leaving the Territory to take jobs in New Zealand. The small number of successful local Europeans and their salaried staffs represent a most influential economic and political force in the community.

6. An index to local earning opportunities in the Territory is afforded by the following list, compiled from salary-tax returns of 1946, showing the number, occupation, and status of persons earning more than £200 per annum at that time :—

Occupation.	Europeans.	Local-born Europeans.	Samoans.
Civil servants	79	30	5
Clerks	12	36	4
Traders (village stations) ..	3	19	13
Salesmen and women	4	9	1
Ministers and missionaries ..	8	1	..
Company managers	5	2	..
Motor mechanics .. .. .	..	7	..
Carpenters .. .. .	..	6	..
Company directors	1	4	..
Others	11	7	2
	123	121	25

7. Apia has served historically as the business centre of the Territory. There are four principal commercial firms which have their headquarters in Apia, and operate 168 small trading stations throughout the Territory. Two are overseas firms which also operate branches in other central Pacific islands, and together they control almost half the business of the Territory. The other two are local companies. In addition, there are numerous small trading firms, and also various businesses, in Apia such as transportation companies, a motion-picture company, and boardinghouses and restaurants, run by local Europeans of part-Samoan ancestry and by a few Chinese and Samoans. The returns for taxation purposes as at 31 March, 1946, showed the following as the distribution of business among firms large enough to be taxed :

Branches of overseas companies	..	..	£ 432,974
Locally registered companies	..	..	313,618
One-man businesses	..	..	174,187
			<u>£920,779</u>

8. The external trade of the Territory has been subject to very marked fluctuations because of changes in world marketing and price conditions. At the one extreme have been the artificial boom periods of the two world wars and the immediate post-war years, when the demand for tropical products was intensive, and prices very high. Western Samoa is currently in its fifth year of such a boom period, and appears to-day to be at about the highest point of the cycle, with unquestionably the highest trade and income on record. A temporary but influential factor was the presence from 1942 to 1945 of United States troops, who brought extra money into the Territory and provided wage-earning jobs. At the other extreme have been a series of depression periods, notably a recession starting in 1920 after the first war, and

the great depression of the early 1930's, when the commercial economy came largely to a standstill with the closing of most trade stores and the lapsing of much of the plantation activity. Judged by the commercial history of the last three decades, the level of "normalcy" in terms of world market demand and price for the local products is below the present level. A considerable recession may therefore be expected, and it would possibly affect not only the trade position, but also the public revenues and political temper of the Territory.

9. The trends here referred to can be seen by sampling the statistics of external trade and commerce at five year periods, and in the latest year :—

Year.				Value of Exports.	Value of Imports.	Total Trade.
				£	£	£
1919	..	..	..	532,500	291,368	823,868
1924	..	..	..	361,418	274,803	636,221
1929	..	..	..	293,938	288,849	582,787
1934	..	..	..	128,117	92,784	220,901
1939	..	..	..	220,409	194,736	415,145
1944	..	..	..	391,317	460,764	852,081
1946	..	..	..	719,050	478,695	1,197,745

For 1946 the exports were as follows :—

Product.				Quantity.		Value.
						£
Copra	..	..	..	13,795 tons	..	340,669
Desiccated coconut	..	..	..	568 tons	..	50,462
Cocoa-beans	..	..	..	1,885 tons	..	207,109
Bananas	..	..	..	172,823 cases	..	86,421
Dried bananas	..	..	..	46 tons	..	10,118
Rubber	..	..	..	80 tons	..	17,827
Others	..	..	..			6,444

The principal imports are foodstuffs such as flour, biscuits, and sugar, together with drapery and apparel, petroleum products, and hardware.

10. The trade relations of the Territory are diversified internationally. Copra and cocoa-beans are sold in European and American markets for the most part, as New Zealand is not in a position to absorb them in large quantities. Similarly manufactured imports come from the industrialized areas of Europe and North America. It is primarily in these respects that the trade position of the Territory is vulnerable to changing market conditions. At the same time the Territory is relatively stable and increasing trade relations directly with New

Zealand through the export of fresh bananas, rubber, and, more recently, desiccated coconut and dried bananas, as well as the import of various foodstuffs. As of 1946, the trading relations of the Territory were as follows :—

Country.				Exports (in Percentages).	Imports (in Percentages).
New Zealand	..	..	..	37	36
United Kingdom	..	..	..	30	22
United States of America	..	..	..	20	14
Australia	..	..	..	7	15
Other	..	..	..	6	13

11. Copra has long been the standard export, and was until recently almost the “ money crop ” of the Samoans. Official estimates made in 1928 placed the total Samoan coconut plantings at 40,914 acres, and European holdings at 12,035 acres. No systematic replanting of any importance has been done since 1938, and most of the crop comes from trees which are estimated to be from forty-five to seventy-five years old, and so are approaching the limit of their bearing period. The Samoan output of copra comprises approximately 85 per cent. of the total exports. Almost the whole of the European copra output comes from the large plantations which were formerly German-owned and now are worked by the New Zealand Reparation Estates. It is mechanically dried, and therefore of better quality than the Samoan copra, which is sun-dried. Total copra production has failed to rise significantly during the last twenty years.

12. Since 1942 all copra has been sold under contract to the British Ministry of Food. The current price is £46 15s. 11d. a ton, f.o.b., which is several times greater than the normal pre-war price. Of this amount, growers get £28 16s. 11d. to £28 5s. 7d., according to their distance from the port, the merchants get a profit of £2 2s. 7d., the export duty of 10 per cent. is £4 13s. 7d., and the rest covers handling charges, insurance, &c. At the low point of the depression copra fell in value below £7 a ton f.o.b.

13. The cocoa industry is based on the fortunate fact that a hybrid (*Criollo forastero*) type which developed in Samoa is among the world's finest quality cocoas, and is in special demand for blending purposes. At first it was wholly an enterprise of the European planters and of the Reparation Estates. But Samoan growers have gradually taken to the crop, and recently their share in the export total has risen sharply. As of 1945, 41 per cent. of the cocoa-beans were from Samoan holdings. No official estimate is available on the extent of Samoan cocoa plantings, but about 2,500 acres of cocoa are worked by private European planters and by mission bodies, and about 2,000 acres by the Reparation Estates. Samoan growers have learned to ferment and clean the cocoa-beans, but then they dry them in the sun instead of kiln-drying them as on the European plantations. The Government supervises the grading and local price system, but the cocoa is sold on general world markets in accordance with allocations agreed to by the International Emergency

Food Council. Before the war prices for cocoa fluctuated around £60 a ton, though in 1934 they fell below £29 ; currently, because of world shortages, it has soared to nearly £200 a ton.

14. The export of fresh bananas to New Zealand, as well as other adjacent islands, was developed under a New Zealand Government scheme which began in 1928. They are handled directly by the Administration and the Reparation Estates, instead of through the trading firms as in the case of copra and cocoa. Shipments are sold to the Internal Marketing Department in New Zealand at a fixed f.o.b. price, currently 13s. 7d. a case, of which the grower gets 6s. 6d. the case, costs 4s. 6d., a tax totals 6d., and the balance covers handling costs. The banana trade fell off during the war, but is now recovering, and a fast vessel with refrigeration facilities is now carrying the fruit to New Zealand. Before the war European planters contributed a considerable share of bananas for export—*e.g.*, 41 per cent. in 1937. During some of the war years Samoans almost monopolized the trade, but European participation is increasing once more (it was 12 per cent. in 1946). Bananas are an ideal quick crop for the small planter, and future growth of the trade is limited only by the available ability of markets in New Zealand and by problems of transport.

15. The rubber plantations date from German days, and are entirely under the management of the Reparation Estates. Production has been sporadic, and in some years non-existent. But world shortages have stimulated production from the beginning of the war period, and the present output of about 70 to 80 tons all goes to New Zealand. The desiccated coconut and dried-banana industries have been developed wholly by the Reparation Estates, the first in 1942 and the second in 1946, and the factories give employment to about 350 Samoans. Their output is sold in New Zealand.

16. The live-stock industries are of local significance. Pigs and poultry are important in the traditional Samoan economy, and horses and cattle are now numerous. Cattle are used by plantation owners to keep down growth. They also provide fresh beef for local consumption and hides for export. The Reparation Estates alone have some 9,000 head of cattle, of which about 1,200 are killed annually for meat. A dairy is run near Apia by a European land-holder, and supplies fresh milk to the hospital and to private consumers.

17. Marine products are gathered by the Samoans, but commercial fishing is so far negligible, and, indeed, is of dubious potential importance except for local markets. Forestry resources are limited, but there are some good hardwoods. Two sawmills are now being operated locally, one by the Reparation Estates on Savai'i, and the other by a European holder at Apia. No minerals of commercial value exist. Samoans around Apia sell some handicraft work, but no overseas outlets have been organized.

B. Government Organization

18. In the early days of the New Zealand Administration a Department of Agriculture existed but this ceased to function in the retrenchment period of the depression. Instead, there is currently a Produce Inspector under the Department of Treasury, Customs, &c. The Produce Inspector handles the banana trade in co-operation with the New Zealand Reparation Estates. He also provides for the inspection of all other

products for export in order to maintain good standards, and inspects agricultural lands around Apia, principally to check the breeding of the destructive rhinoceros beetle. Revival of the Department of Agriculture with wholly Samoan personnel has been extensively discussed by the Samoans since 1945, but the matter has not yet been agreed on. The Administration has in the meantime given this plan its official support.

19. Under the Native Department there are fourteen elected part-time Samoan officials called "Plantation Inspectors" (*Pulefa'atoaga*). Such positions have existed for many years. Though the incumbents have no technical training they are supposed to remind and to some extent stimulate the communities in their districts to catch the rhinoceros beetle, clean up their gardens periodically, replant useful trees, and otherwise maintain good standards of agriculture. In practice their positions are now largely a sinecure. Before the *Mau* period each village was expected to collect a certain weekly quota of beetles, and the Plantation Inspector was supposed to get these "beetle returns" from every mayor (*Pulemai'u*) in his district, and report these to the Agricultural Department or Resident Commissioner. Furthermore, in the German times, the law required that certain new crops and trees be planted regularly. No close supervision of this kind is now maintained.

20. A number of other Government officers and Departments have responsibilities in special economic fields—e.g., Public Trust, Lands and Survey, Public Works. The Public Trust is now associated with the Justice Department, and there is also a Public Trust Investment Board, with the Chief Judge as President. A postal savings-bank is available to Samoan and other depositors, though only a limited number of Samoans yet have the habit of banking money. Bank deposits have risen sharply since 1943.

21. In the war period import, finance, and price controls were instituted, and still continue. Import licences are currently required for certain goods imported from New Zealand, and for all goods imported from other countries. Finance control provides for the control of remittances and of exports overseas, other than to New Zealand, and prevents Samoa being used as a "back door" through which capital could otherwise move from New Zealand. Local prices for foodstuffs and other essential commodities are set by a Price Tribunal.

C. Land

22. Approximately four-fifths of the land area of the Territory is still held by the Samoans in accordance with their own customary system of land tenure, and is classed as "Native land." The lagoons, reefs, and adjacent seas, so important to the Samoan economy, are also subject to such customary titles. Of the remaining fifth, which has passed from Samoan hands, most is "Crown land" and includes the Reparation Estates, and the rest is "European land," owned under freehold titles by private parties, including the missions. The following statistics give an indication of land ownership.

		Acres.	Per cent.
Native land	.. ..	581,370	80·5
Crown land	.. ..	103,630	14·0
European land	.. ..	40,000	5·5
		<hr/> 725,000	<hr/> 100·0

23. Sales of land by Samoans to outsiders occurred in early days, especially round Apia, but were halted by the Berlin Treaty of 1889. This Treaty allowed further sales only within the Apia municipality, though it permitted leases elsewhere. A Land Commission was set up to determine the validity of all outstanding land claims by non-Samoans. The legitimate claims as recognized by that Commission provide the basis for the present European freehold lands. The German authorities extended the right to buy plantation lands, especially in the Apia area, but only under official control. In turn the Samoa Act, 1921, made it unlawful for Samoans to alienate "Native land" other than to the Crown, though the Administrator was given power to approve of leases up to forty years. A corresponding protective provision is written into the Trusteeship Agreement. The present threefold classification of land as seen above is based on the Samoa Act. The Act also provides that all "Native land" is "vested in the Crown as the trustees of the beneficial owners thereof, and shall be held by the Crown subject to the Native title and under the customs and usages of the Samoan race."

24. The Lands and Survey Department has the task of keeping records of ownership, making surveys, and handling other matters relating to land. Disputes over Samoan titles are adjudicated by the Land and Titles Court. Samoan property customs are complex, involving distinctions between "authority" (*pule*) rights, which are associated with the hierarchy of *matai* titles, and "use" rights, which pertain to community and household groups. Little attempt has been made as yet to convert customary Samoan titles into written titles through legal registration of land-ownership. Such a move, already carried through comprehensively in some of the other Pacific islands areas, is still repugnant to the Samoans, who continue to be secretive about their family property rights.

25. According to a recent official estimate, about 400,000 acres, or 53 per cent. of the total area of the Territory, is wasteland, comprising steep mountains, lava beds, and other poor types of country. An earlier official survey of land utilization made in 1928 estimated that, of the 581,370 acres classed as "Native land," about 232,770 acres are uncultivable as being waste or inferior land. Of the cultivable portion, only about 55,500 acres were being cultivated at that time. Though Samoan gardens have undoubtedly increased in number subsequently, coincident with the rapid population growth, it is clear that present land utilization still falls far short of its full possibilities. The only area where the villages do not have more or less extensive hinterlands suited for additional cultivation (if probably less fertile because they are inland) to meet future needs is on the north coast of Upolu. The problem for these latter villages is a serious one, as this is the area of densest Samoan population and of the most rapid numerical increase. It is complicated by the fact that this north Upolu region has also been the main area of settlement by Europeans and hence of extensive sales and leases of land in earlier days.

26. Of the "Crown" and "European" lands, totalling in all 143,630 acres, roughly half lies in this north Upolu area. Of the Crown lands, 75,360 acres, or 73 per cent. of the total area, are held by the New Zealand Reparation Estates. The Estates land is mostly too poor for commercial development, but 9,836 acres are under cultivation directly by the Estates management, while 4,681 acres are leased to private

European planters. Of the European freehold land about 35,000 acres are owned by private persons and 5,000 acres by the missions. The official survey of 1928 showed 2,928 acres of this land as being under cultivation, nearly all in north Upolu. In addition, several hundred acres of "Native land" have been leased by planters and traders, partly for agricultural purposes. Estimating from these figures and from other available evidence, it may be said that somewhat under 20,000 acres of Crown and European land are currently under cultivation, or about 14 per cent. of the total area.

27. The fact that a large part of the alienated land is not now used has importance in relation to the problem of the increasing population pressure in north Upolu. This pressure concerns the Samoan villages of the region, but it is also significant as regards the welfare of the rapidly growing group of landless part-Samoans of European status. Already several special cases of land adjustment have occurred, notably the removal during the war of two Samoan villages to make way for an airstrip; here non-Samoan lands were obtained by the Administration to resettle these communities in adjacent areas. Again, in the case of the Aleisa land settlement for part-Samoans of European ancestry, an area of 1,319 acres was set aside from unused Crown land and allotted to the settlers on a leasehold basis (see "Aleisa Land Settlement"). Since 1923 the Administrator has had authority to allot portions of any Crown land for the use of Samoans as new village or garden sites, and this has been done with small lots in a number of instances. A small sum has usually been charged per acre for such lands. In 1930, too, a great area of 18,000 acres of unused Crown land in the Falealili district on south Upolu was returned without charge to the former Samoan owners. Such action sets a precedent which may be followed in future times as population pressure becomes serious in areas other than north Upolu. In general, the effective opening up of new land calls for the cutting of roads.

D. *Labour*

28. Samoa has long had labour problems of a somewhat special nature. They arise from the unwillingness of most Samoans to engage in regular wage-earning work, and the consequent introduction of contract labour from outside—Melanesians from the Solomons, and especially Chinese. It is false to say, as some claim, that the Samoans do not work. Their labour, however, is traditionally performed in co-operative family and community groups, under the direction of the *matai* (title-holders) and follows the irregular rhythms of economic and other needs. With few exceptions as yet, Samoans will work for wages in casual forms of employment only. This has not answered the needs of commercial and plantation employers for a regular work force which can be trained in more skilled tasks.

29. The introduction of outside labour started in the days of the Samoan Kingdom when German commercial interests brought in Melanesian workers, and later Chinese. In 1903 the German Government systematized the recruitment of indentured labour, mainly from China, in collaboration with the Chinese Government. As of 1914, when New Zealand took over, there were 2,184 Chinese and 877 Melanesians in the Territory.

30. The New Zealand Government was in principle opposed from the first to the use of indentured Chinese labour, for both economic and social reasons, and Samoan opinion has also been against Chinese immigration. Under pressure of local circumstances, however, the system was temporarily continued, and new recruitment of Chinese under official auspices ensued. The number of labourers was kept to a minimum, and they were allowed only temporary residence, for three years. In 1923 a modified "free labour" system was instituted, without a penal clause and giving the labourer the right to elect his employer; but the labourers were still under a three-year term of residence only, and were limited to specific types of work. This system continues, along with very stringent official conditions as to employment, wages, and welfare. In so far as the Chinese Government is concerned, the interests of the Chinese population have been protected by a Chinese Consul at Apia.

31. Since 1935 the Labour Government in New Zealand has followed a deliberate policy of reducing the Chinese labour force, with a view to their eventual complete replacement by island workers. This has aroused hostility among some of the planters and other employers. During the war emergency the remaining Chinese labourers were required to work on cocoa and rubber production. Of their present total of 290, about 126 have expressed a desire to return to China, and will be repatriated when transportation is available. The remainder will be allowed to stay on, but will continue to be restricted to agricultural labour. Already an increasing proportion are too old to work. Some twenty-five are pensioners who are paid 15s. a month out of benefit funds built up by small deductions from the labour pay-rolls. New payments to this fund, however, have recently been ended. Chinese labourers are currently paid a minimum daily wage of 4s. 6d., supplemented by certain perquisites, but most of them receive more, because employers have to compete for their services. The few surviving Melanesians are almost exclusively working on the New Zealand Reparation Estates, as are some of the Chinese.

32. The prospective decline in numbers of this small remaining contract labour force has brought to the forefront the problems associated with the use of local labour. Their solution requires an understanding of Samoan work organization and incentives, and adaption of these to the necessary tasks to be performed. The basis of Samoan work is what could be called village labour, the group of young men without rank (*taule'ale'a*) who work as adherents of the *matai* (title-holders). Besides customary tasks such as planting and fishing, such village labour may work on special projects such as building a church, with or without payment. The *matai* may also send out labour gangs from the village to work on road construction, cutting copra on European plantations, and other wage-earning tasks. Customarily the pay goes wholly or partly to the *matai* as contributions to the money needs of the group for which he is responsible. Relatively unskilled day-labour of this kind is now used extensively by the Public Works Department, by the Reparation Estates, and by planters and merchants. It is subject to a tremendous turnover, and the level of efficiency is very low, so that it is also a costly form of labour.

33. At the same time the number of Samoans, together with other resident Pacific islanders who have broken away from this traditional work system of work, is slowly increasing. With local Europeans of part-Samoan ancestry, they are gradually supplying a work force of more individual and regular character. These workers tend to lean toward certain types of occupation in the Apia area, where they already fill an impressive list of occupations. Such persons could not support themselves and their families on the current wages for unskilled work, about 5s. a day. But they may be attracted increasingly into the more skilled occupations which offer higher pay and more prestige. This seems to offer the most promising line of development to solve the labour needs of the Territory in terms of workers above the unskilled level. The specific employment situation in Government is discussed in another section (see "Personnel").

34. The work of the former Labour Department is now handled as part of the duties of the Justice Department. Recently the New Zealand Government has extended the application of a number of International Labour Organization conventions to Western Samoa.

E. The Aleisa Land Settlement

35. To provide employment and homes for landless local-born European of part-Samoan ancestry, the Administration launched a land-settlement scheme in 1936 at Aleisa, some eight miles from Apia. It first subdivided a block of Crown land comprising 630 acres of virgin "bush" into ten sections, each of approximately 50 acres, and two of 40 acres. An area of 43 acres was also set aside as a reserve, part of which has been sold or leased to mission bodies for church and school purposes. Two years later a second adjoining area of 689 acres was purchased by the Administration from the New Zealand Reparation Estates. This was subdivided into twenty-four sections each of some 23 to 30 acres, with 46 acres held as a reserve for church, school, and other purposes. Twenty-two settlers were placed on this second subdivision.

36. A Board, called the Aleisa Land Settlement Board, was set up comprising the two European members of the Legislative Council, the Secretary of the Administration, the General Manager of the New Zealand Reparation Estates, the Chief Surveyor, four private planters, and a business man. The first sections were allotted by ballot among approved applicants on a leasehold basis for a term of thirty-three years, with right of renewal. Certain money advances were made, to be repaid with interest at 5 per cent. per annum over twenty years, and deductible in small amounts from bananas sold under Government scheme. No rental was charged the first year, but subsequently it was to be at the rate of 5 per cent. of the capital value (which was placed at £3 per acre) of the area under cultivation—*i.e.*, 3s. per acre. It was hoped that 10 acres would be cleared and planted each year, so that all the land would be under cultivation by 1944. To date, however, the average is only 15 acres of cultivated land, and the maximum is 25 acres. The later settlers were given three years' rent free and were supposed to clear and plant 5 acres annually.

37. The basic agricultural plan of the settlement, apart from subsistence farming, was to use bananas as the cash crop until plantings of cocoa came into production, after which banana production would cease on

that part of the land. The Government Produce Inspector and members of the Board visited the settlement from time to time to advise the settlers on agricultural methods. They also arranged for the supply of plants and seeds, together with tools, at wholesale rates. The Roman Catholic Mission started valuable demonstration gardens. Roads were built, and a good water-supply was completed in 1946.

38. Unfortunately, according to the official records, many of the settlers proved unsuited for work on the land. Some left the labouring tasks to their families or to hired Samoan labourers, and the quality of cultivation and of the products fell away. Many of the men left to seek work in Apia or went during the war to work for the American forces. In 1941 the Board cancelled the lease of one settler who was not complying with the agreed terms, but at the request of the other settlers he was finally reinstated by a bare majority of the Board. Since that time the Board has practically ceased to function. Of the original twelve settlers, only six now remain, and of the later twenty-two only fourteen remain. Some sections have changed hands three or four times. All but two settlers are in arrears as regards repayments due to the Administration.

39. Recently interest in the settlement has revived once more, largely through the initiative of the settlers themselves. A useful arrangement has been made to send all cocoa-beans to the New Zealand Reparation Estates for drying and processing, and 10 per cent. of the proceeds is then applied to outstanding accounts. In addition to the usual sale of green bananas for export, ripe bananas are being supplied to the Estates' dried-banana factory.

40. On 20 November, 1946, by the Samoan Aleisa Council Regulations 1946, the right was given to elect a Mayor and Council with power to make by-laws for the settlement. Health work, schooling, and other social services are also being improved. In all such ways the Administration is now renewing its efforts to make the scheme a success.

F. The New Zealand Reparation Estates

41. These Estates represent the former properties of German nationals which were awarded to the New Zealand Government as war reparations after the First World War. They are administered separately from the Administration of the Territory, being under a General Manager responsible directly to the Government. Profits from the Estates go into the Consolidated Fund in New Zealand.

42. At the beginning some 113,560 acres of freehold land was vested in the New Zealand Government as reparations. Of this total, about 38,200 acres which consisted of smaller plantations and accessible bush lands, have been disposed of over a thirty-year period by grants to Samoans. Of the remaining 75,360 acres, 9,836 acres are worked directly as plantation land by the Estates management, and 4,681 acres are leased to private European and Samoan holders. The Estates management considers that the large unoccupied and unimproved residue contains very little land suitable for cultivation, being far inland and rugged, with poor soil.

43. The personnel regularly employed by the Estates totals 1,589 and consists of 17 New Zealanders from overseas, 21 local-born European assistants, 14 local-born Europeans on the office staff; 45 European and Samoan foremen and overseers, 181 European and Samoan skilled

workmen, and 1,311 labourers, consisting of Samoan, Chinese, and Melanesians. Samoans work additionally under contract, and this brings the total number of labourers to about 2,000 to 2,300 daily. The total payment for salaries and wages in 1946 to 1947 was £77,810.

44. According to figures supplied by the Estates management the enterprise made financial contributions to the public income of the Territory by way of direct taxation in 1946 to 1947 as follows: turnover-tax, £1,000; building-tax and water rates, £600; export duty on products, £10,175; import duty on materials, £8,025; total, £19,800. Together with the total payment for salaries and wages of £77,810, this means that the value of the New Zealand Reparation Estates to the Territory during the year was £97,610. As noted earlier, the Estates themselves contribute an important share of the commercial production in the Territory.

45. The New Zealand Government has recently decided to use all profits from the Reparation Estates, including these accumulated in the past, to subsidize welfare and development projects in the Territory.

G. Communications and Public Works

46. Samoa has long been a stopping-place for ocean-going ships, yet because of its great distance from the larger countries it must still be considered very isolated. Its external and internal facilities for transport and communications are limited. Public works are mainly developed in the Apia area. Those in the outer districts as judged by western standards are quite rudimentary.

47. Sea transport is limited, among other factors, by the lack of harbours except for the rather poor and exposed Apia anchorage. The nearest good harbour is at Pago Pago, in adjacent American Samoa. Nevertheless, Western Samoa is served by small but regular ships of the island trade, giving connection with the hub island port of Suva in Fiji, and with New Zealand. Internal water communications are by motor launches and sea-going Samoan craft. Port activities fall variously under the supervision of the Treasury and Customs Department and the Public Works Department.

48. Air transport, until recently non-existent, was developed during the war with the laying-out of an airfield near the north-west end of Upolu, and the installation of seaplane-landing facilities. At present a weekly commercial air service is being maintained from New Zealand to Western Samoa and other British Central Pacific Islands.

49. Land transport, difficult to develop and costly to maintain in such rugged terrain and tropical climate, is still very limited. The Territory has about 176 miles of roads capable of carrying motor traffic, partly sealed but mostly gravel surfaced. These, however, are confined almost wholly to the central and west parts of north Upolu where European settlement occurs and where the Samoan population is most dense. Bus and taxi services are active on these roads. A road has also been developed across Upolu to the south coast, and another along the east and south-east end of Savai'i. Otherwise land transport in the outer district has been limited to foot-trails, which the Samoan communities served thereby are expected to maintain. In German times a base for making roads was laid down, or rough roads were cut, in parts of Upolu and around much of the remainder of Savai'i. But these have lapsed more or less, because there have been no wheeled vehicles to stimulate maintenance.

50. Plans are at present under way for extensive road development in the outer areas. It is expected that about 145 miles of new roads will be completed in the next eighteen months. For Upolu this will comprise two more roads across the island, and also a road system along the entire length of the south and east coast. A road will also be completed most or possibly all of the way around Savai'i. The Department of Public Works is responsible for such enterprises, and an experienced engineer has been appointed to direct the programme. Where budget allotments in the past have been relatively small, the 1947 to 1948 estimates contemplate road and bridge maintenance costs of £16,000 and new road building costs of £74,000, of which £63,000 is to be spent in the outer districts. As noted earlier, £50,000 is being given as a free subsidy by the New Zealand Government to help these costs.

51. The Postal and Radio Department is responsible for communications and is financially self-sustaining. The estimate for this Department for the year 1947 to 1948 show an anticipated revenue of £25,490 and an expenditure of £37,635, but included in this expenditure is an amount of £19,580 for a broadcasting scheme which New Zealand proposes to meet by means of a subsidy. Postal and radio services are maintained in conformity with the standards of the Post and Telegraph Department of New Zealand, the technical officers required being seconded from that Department. Executive and financial responsibility, however, as in all local services, rests with the Administration. Ten sub-post-offices, under the control of the Postmaster, Apia, and five radio out-stations under the control of the Superintendent, Apia Radio, serve the Islands of Upolu and Savai'i, the out-stations being staffed by trained Samoan operators. A telephone service with 210 connections exists in Apia and its vicinity. There is no newspaper serving the Territory at present, though a small weekly paper formerly existed. A mimeographed daily sheet gives the only public outlet for up-to-date news, apart from private radio.

52. The Administration is at present planning to develop a Territory-wide broadcasting service by placing receiving sets (150) in nearly every village in Western Samoa. It is planned in this way to develop closer contact between the authorities and the people. These sets will be of a type that can receive the local Administration broadcast only and not programmes from abroad.

53. The Apia area is served with facilities as regards electric light and power, street lighting, water, refrigeration, engineering, public buildings, &c. New hydro-electric construction is currently in progress, and will quadruple the present capacity. The Administration has been taking advantage of present high revenues to effect needed improvements in public buildings. For 1947 to 1948 the estimate for maintenance of existing buildings totals £17,500 and for new buildings £53,559. The cost of certain public services such as light and water are largely or wholly recoverable.

54. The Government has in the past helped Samoan villages to improve their water-supply by building small dams or wells, and bathing and drinking pools, and also by installing pipe-lines and faucets. Latrines have also been built. Villages in some instances have financed their own water systems, the official practice here being to supply expert aid and tools.

IV. SOCIAL ADVANCEMENT

A. *Health*

1. Western Samoa, although a tropical country, is basically healthy. It lacks the most serious scourges of the tropics, such as cholera, yellow fever, and malaria. The most prevalent diseases to-day are hook-worm, yaws, and filaria, which are almost universal, and such diseases of bad sanitation as typhoid, dysentery, and infantile diarrhoea. In addition, tuberculosis presents a major problem, and pneumonia and other chest diseases, and diseases of children, caused by faulty feeding, are frequent. Occasional epidemics occur, such as influenza and mumps, but these lack the seriousness of the epidemics which decimated the population periodically in earlier days. The death-rate and infant-mortality rate are lower than in most other Pacific islands areas, though they are still high by western standards. The people are generally of fine physique, and their dietary level seems on the whole fairly satisfactory.

2. The missions introduced the first systematic medical work along western lines. The German Administration began the development of a public-health service, and this was continued vigorously by the New Zealand authorities. Hospital services are free to all Samoans, except that the families provide food and bedding for in-patients; small charges are made for medicines. Public-health work has consistently been the largest item of public expenditure, usually comprising about one-quarter to one-fifth of the total expenditures.

3. As of 1947, the public-health programme of the Territory has become part of the South Pacific Health Service. The Service covers the other Island Territories administered by New Zealand, as well as the British Crown Colony of Fiji, most of the other British jurisdictions in the area, and the Kingdom of Tonga. Its establishment is the result of an agreement signed the previous year between the Governments concerned, and it formalizes and extends co-operative arrangements which have been developed among these jurisdictions over almost a twenty-year period. The Agreement sets up a South Pacific Board of Health, under the chairmanship of a medical officer as Inspector-General, to advise and co-ordinate the various public-health programmes, to plan visits and inspections, and to initiate and encourage medical research. The Board will provide a pool of competent medical officers, both from the United Kingdom and from New Zealand, and also a pool of nurses from the latter country. It will also continue the work of the Central Medical School at Suva, Fiji, in which South Sea Islanders, including Samoans, are trained as medical practitioners and the Central Leper Hospital at Makogai, Fiji, to which lepers are sent from Western Samoa.

4. The local Health Department is headed by a Chief Medical Officer. It maintains a well-equipped central hospital at Apia, with separate wards for Europeans, Samoans, and Chinese, and also thirteen small district hospitals for Samoans. The district hospitals consist for the most part of a small central dispensary, with several Samoan-style houses as wards. Periodic inspections are made of village health and sanitary conditions, and village women's committees have contributed importantly to public-health work, including infant care. Mass treatments for hook-worm and other common diseases are given periodically in the villages. Medical and dental work is being carried into the schools, and hygiene is also taught as a subject. Medical inspections are made

at the port to prevent introduction of diseases, and legislation is provided for quarantine, control of drugs, food inspection, sewage disposal, and other preventive public-health activities.

5. The European staff as of August, 1947, consisted of the chief medical officer, and one other medical officer, a hospital secretary, a matron, assistant matron, and 7 nurses from New Zealand, a dispenser and a bacteriologist, who is of part-Samoan ancestry. The full establishment, however, allows for two additional doctors, two nurses, and a dentist, a dental mechanic, and a health inspector. The shortage is partly because of recent resignations and partly because of the difficulties of recruiting overseas personnel.

6. The Samoan staff consists of 23 Samoan medical practitioners of whom 3 are serving in adjacent New Zealand Territories outside Samoa, 90 nurses (39 trained and 51 in training), 11 untrained female assistants in out-station hospitals known as baby-welfare assistants, 7 dental officers, 5 dispensary assistants, 2 laboratory assistants, and 6 assistant health inspectors.

7. The Samoan medical practitioners are graduates of the Central Medical School at Suva, which gives a four-year course specifically keeping in view island health conditions. Each of the thirteen district hospitals is in charge of a senior practitioner. Because of remoteness from the central hospital, they are called upon to perform even serious operations in emergency cases. Their work is invaluable as "indigenizing" modern medicine. No Samoan has yet become a fully-qualified doctor. The Samoan nursing staff is trained at the Apia Hospital. Each district hospital has a graduate nurse, and some districts also have a district nurse who carries on work in the villages. Many graduates of the nursing programme have resigned to marry, but their influence continues in their communities. The dental officers are graduates of a Dental School at Apia which has also trained Niue Islanders. Besides carrying on work at the Apia Hospital, they make visits to the villages.

8. The Samoan people, generally speaking, now come readily to the hospital for treatment of sickness. But they continue to be conservative in health matters. Their old conceptions of illness as being caused by supernatural forces die hard, so that much Samoan-style medicine is still practised. Child-birth is still handled almost exclusively in the homes. It is not easy, furthermore, to prevent water pollution, to get the people to use latrines, and to introduce other measures of modern sanitation which may in some cases conflict with established custom. Most of these matters must await the long pull of health education.

9. At the present time the Medical Department is undertaking a complete re-examination of its activities, particularly in view of the great increase in population. The organization of the medical service has so far been based on a conception of the Apia Hospital as serving the heavily populated north coast of Upolu, and also acting as the specialist centre for handling more difficult cases sent in from the district hospitals. But this conception has not worked out in fact, because of the lack of adequate communications. Statistics show that more than half the major surgery done in the Territory has been handled by the Samoan medical practitioners in the out-stations. Now, with extensive new roadmaking under way, a greatly increased public income, and six more

medical practitioners in training at the Suva School, it is considered possible to move forward in medical work. Nevertheless, the fundamental conception of the functions of the different parts of the medical service will continue.

10. Apia Hospital, which will be improved through a building programme already under way, will provide :—

- (a) A centre for the district work on North Upolu. To increase the effectiveness of its contact with the villages, new transport is now being purchased, including a mobile clinic and a new ambulance already in use.
- (b) The principal therapeutic centre for the whole Territory, with the main laboratory and x-ray diagnostic services as now, and other facilities for the fully qualified staff.
- (c) The main centre for stores and supplies for all the out-stations as now.
- (d) The training centre for the local Samoan staff other than the medical practitioners.

11. The district organization of medical services will correspondingly be strengthened, so as to carry the work beyond the Apia centre. With the new roadmaking scheme, changes will be made in the boundaries of the districts, so as to balance population numbers (some of the present districts have as many as 6,000 people, and others as few as 1,500). The present districts will be consolidated into major units, each with a well-equipped district hospital in charge of a senior medical practitioner, with a nursing staff and an assistant health inspector, and proper transport facilities will be provided to carry the work into the villages. These hospitals will be capable of handling more difficult cases, so far as it is thought advisable to send them on to Apia. The branch district dispensaries in these new districts will be in charge of junior medical practitioners, or else of Samoan nurses where such dispensaries are small. These centres will also be improved so as to deal with emergency cases as well as the simpler routine treatments. The medical practitioners, district nurses, and nurses in the hospitals and dispensaries will work through the Women's Committees in the villages, as at present. In so far as preventive medicine is concerned, the new scheme of training Samoan health inspectors will provide the personnel to its full establishment, much closer contact will be maintained between the Apia centre and the districts, and it will be possible to carry on better therapeutic services throughout the Territory.

12. The improvements here contemplated are already under way. The standard equipment for district hospitals and dispensaries, including refrigerators and laboratory equipment, has already been ordered, and the first of the main district hospitals will be in operation within a few months.

13. The success of the plan clearly depends upon the availability of trained personnel and transport. On the question of personnel, it is proposed to review the salary scales, promotion system, and other conditions of service of all Samoan members of the Department so as to bring them more into line with the changing living conditions. At present, for example, the medical practitioners can reach their maximum salary of £215 a year after seven years and beyond this no advancement is provided. It is hoped that this revision will provide what is now missing—stimulus to self-improvement and good work.

14. Since the greatest lack in the service at the present time is qualified assistants, the training programme will be strengthened. At least two trainees are being sent annually to the Central Medical School in Suva. A scheme for post-graduate training of Samoan nurses in New Zealand, which has been operating for some years, will be continued. A similar plan will also be introduced to give post-graduate training to other Samoan personnel, so as to increase the usefulness of the present staff. It is expected that, as the standard rises, positions now held by seconded officers from overseas can be gradually taken over by equally qualified local personnel.

B. Education

15. The transmission by the Samoans of their cultural heritage from generation to generation involves many types of training which are still carried on in family and village life. Western type schools were started in the nineteenth century by the mission bodies. Their work stressed literacy in the Samoan language, religious teaching, and in the more advanced institutions the training of Samoan pastors and catechists. The village pastor schools still continue, being usually held at the Samoan minister's house, and they have received official recognition as "Grade I Schools." As a result of their work the Samoans are almost wholly literate in their own language. The customary Samoan-type education of children, together with the Grade I Schools, now form the base of the Samoan educational pyramid.

16. Three Government schools were opened during the German regime, including one for European children at Apia. But otherwise schooling was left to the missions. The New Zealand authorities, however, instituted a more vigorous policy of public schooling, under the direction of a Department of Education. But they, too, have not interfered with the right of the present five mission bodies to provide schools for the children of their adherents. This has meant that there are now six parallel school systems in the Territory, one run by the Administration and five by the missions. No official control has been instituted over the latter schools, though certain standards and operative arrangements have been worked out through inter-consultation.

17. Statistics of the mission bodies indicate a combined enrolment in 1947 of about 20,523 pupils, while the Administration schools had an official enrolment of about 10,868. These figures are not reliable, as it is obvious in terms of the Samoan age-distribution that 37,300 persons, or over half of the total Samoan population, could not be in a school system limited mainly to a five-year curriculum. Schooling is free, but not compulsory, and statistics of attendance are not known accurately. Children come to school or leave it as they or their parents see fit, and there is no age-limit. Many children do not start school until they are ten or twelve years old, and in general there is a very marked age retardation as compared with school systems in most of the Western countries.

18. Schooling for the great mass of Samoans has been limited to work in the lower elementary classes. The village mission schools (Grade I Schools), use the Samoan language only, and, besides religious teaching, they offer some rudimentary work in secular subjects. Village Administration schools (Grade II or "Primary" Schools), of which there are

98 in the Territory with a total enrolment of about 9,720, carry children through the "primers" up to Standard III (or Standard II until 1947). Nominally this corresponds to the fifth year of the standard eight-year elementary curriculum, but the Samoan Standard III level is recognized as falling far short of the equivalent level in the New Zealand school system. The Grade II schools are staffed by Samoan teachers, mostly graduates of a Teachers' Training School (see below). The curriculum, for which special local texts have been prepared, emphasizes health, agriculture, Samoan handicrafts, and the local history and customs. School sites and buildings are provided by the communities concerned, and are of very varied quality. The school week consisted, until 1946, of four hours a day, four days a week, but it has now been increased to five hours a day, five days a week. The mission bodies conduct schools or classes equivalent to these Government schools.

19. The basic language of instruction in the lower elementary grades has been Samoan. But elementary English has also been taught as a subject. In 1946, after an inspection visit by the Officer of Islands Education in the New Zealand Department of Island Territories, it was decided to stop the teaching of English in the Grade II Administration schools. It was felt that the Samoan teachers were unable as yet to give adequate instruction in English. This met with opposition from the Samoans, however, and as a result many Samoan families shifted their children to mission schools which continue the teaching of English. In July, 1947, the teaching of English was resumed officially in these Administration schools.

20. A comparatively small number of Samoans proceed to the upper levels of elementary education and beyond. The missions maintain several "colleges" in which there is special emphasis in two fields—religious training, and training in commercial subjects. The Administration system provides two resident schools for boys—Avele at Apia and Vaipouli on Savai'i—and one resident school for girls—Malifa at Apia (Grade III or "Middle" Schools). Pupils are admitted to these institutions on the basis of competitive examinations, and small fees for board and lodging are paid at the boys' schools. These schools have variously had full European or Samoan head teachers, and the rest of their staffs are Samoan. None of these Samoan teachers have certificates. Instruction is supposed to be entirely in English, and covers the upper elementary levels, Standards II to VI. The curriculum is much the same as in a New Zealand primary school, except that general history and geography are not fully treated and special instruction is given in Samoan crafts and customs. Educational experts testify, however, that the attainment level is well below that of New Zealand schools, the Samoan Standard VI being about equivalent to Standard IV at most. The use of English is still poor, except where the pupils have had opportunities to learn it outside the schools. Graduates of these mission and Administration schools provide the bulk of more skilled official and commercial Samoan employees in the Territory. The total enrolment of the three Administration schools as of July, 1947, was 334, a sharp rise from earlier years. A somewhat larger number are in the corresponding grades of the mission schools. The missions have European personnel in charge of their advanced schools, notably the Roman Catholic Mission, which has a large staff of teaching Brothers and Sisters.

21. For European children, both the Administration and the Roman Catholic Mission provide schools based closely on the New Zealand elementary system. The Leifi'ifi School at Apia is by far the best-equipped Government school in the Territory. It is staffed by seven teachers from New Zealand who have certificates, and eighteen local European teachers, all but one of mixed ancestry. The school had an enrolment in July, 1947, of 635, with many children being turned away. A few Samoan children from urban homes have been admitted. "Accelerate" classes have recently been established to carry forward the brightest pupils. An Administration school is also run at the Aleisa European settlement. So far it has lacked proper staff personnel because of poor accommodation and remoteness from the town area, but a new building is being erected there during this financial year.

22. Beyond the elementary level, several specialized lines of further educational training are available :—

- (a) A small post-primary or high school has been in existence for nine years, and is attached to the Leifi'ifi School at Apia. It has a full European (New Zealand) teacher, and a syllabus based closely on that used in New Zealand high schools (first three grades, or "forms"). Its enrolment of about 30 includes a few Samoans as well as Europeans. Nearly all pupils choose a commercial course, and most pupils leave at the end of the first year to take employment. Extensive preparatory work would be needed for pupils to bridge the gap between the Grade III Samoan schools and this school.
- (b) A Teachers' Training School founded in 1938 takes selected Samoan students from the Grade III schools for a two-year course, which includes teaching practice in a model school. The enrolment is about 35, and a small monthly salary is given to the trainees. The institution is staffed by a full European principal (from New Zealand), with Samoan assistants. A smaller number of superior students are held over for a third year, and then become school inspectors or teachers in Grade III Schools. A few teachers have been supplied from the training school to mission schools. "Refresher" courses are given periodically to the teachers already in service. A number of Samoan and part-Samoan teachers have enrolled with the New Zealand Correspondence School, and their work has been supervised by the New Zealand teachers on the Leifi'ifi School staff.
- (c) Superior graduates of the elementary schools may enter training for public-health work, including the course for training medical practitioners at Suva, Fiji (see "Health").
- (d) In 1945 the New Zealand Government established a system of scholarships making it possible for a number of boys and girls of superior ability to go annually to New Zealand schools for primary and high school work. This had been done only sporadically in earlier years. As of July, 1947, 35 scholars were overseas, comprising 20 Samoan boys, 9 Samoan girls, and 6 Europeans of part-Samoan ancestry. After considerable discussion with Samoan leaders, the New Zealand Government decided that the scholarships would be awarded on the basis of scholastic merit rather than taking account of family status, as in matters of rank.

23. The Department of Education is headed by a Superintendent. In all there are 15 trained teachers, including the Superintendent seconded from New Zealand, and 38 other Europeans and Samoans on the established staff. The Chief Inspector of Schools is a Samoan with long experience as a teacher, and there are eight Samoan District Inspectors who supervise the Administration Grade II Schools.

24. Unfortunately, Samoan school-teachers do not as yet have a status and influence in village life at all comparable with that of the Samoan pastors or medical practitioners. Usually they are compelled to live as a member of some village family, because of their low salaries, and they may even have to take part in regular family work with other untitled persons. There is great need for making the career of a school-teacher comparable with that of a medical practitioner if the school system is to go forward.

26. The budget of the Administration school system has so far been modest. Up to 1944 it ranged annually from about £5,000 to £10,000, exclusive of school building costs, which come under the public-work budget. In succeeding years it has increased greatly. For 1947 to 1948 the proposed budget is £36,400, or nearly 8 per cent. of the total projected expenditures. Of this amount the New Zealand Government is contributing £8,500 for the cost of overseas scholarships. The smallness of the education budget is accounted for by the fact that the missions meet their own educational costs.

27. In June, 1945, the Prime Minister of New Zealand sent a Commission to survey education in the Island Territories administered by New Zealand. This was headed by Dr. J. C. Beeby, Director of Education in New Zealand. His report made a series of recommendations to remedy the main weaknesses of education in Western Samoa, and some of these have now been carried out. Early in 1946 the Department of Island Territories appointed an Officer of Islands Education to serve all the New Zealand Territories. In 1946 to 1947 the New Zealand Government made special grants of £10,000 for film-projectors, text materials, and other equipment for schools in Samoa and the Cook Islands, and also £5,300 for scholarships to send Samoan pupils overseas. Some of the much-needed school furniture was sent from New Zealand. In addition the following are among the new steps taken :—

- (a) The European staff has been augmented by an Assistant School Superintendent, an Adviser in infant-teaching methods, and a Headmistress for the Malifa Grade III Girls' school.
- (b) Selected Samoan teachers have been sent to New Zealand to observe teaching methods and other conditions. Three such teachers spent a year working in Native (Maori) schools. The enrolment of teachers in correspondence School courses has been started.
- (c) An additional class (Standard III) was added to the Grade II schools to extend the primary-school period to six years.
- (d) An additional class (Standard II) was added to the beginning of the Grade III schools in order to enable the transfer of more gifted children to these English-speaking schools at an earlier age. This step is designed to accelerate progress of the most intelligent pupils, so that younger children would be available for scholarships to New Zealand. The scholarship system has been continued.

- (e) Efforts are being made to encourage Samoan parents to send their children to school at an earlier age, preferably at five years old. This is an attack upon the age-retardation problem. The increase of the school programme to twenty-five hours weekly was noted above.
- (f) Syllabus revision committees, comprising representatives of all missions and of the Administration, have been set up to suggest changes to be incorporated into a new curriculum for the Grade II Schools. They are currently at work.
- (g) Approval was given by the New Zealand Government for the appointment of an officer to compile suitable text-books for Island schools.
- (h) Publication of a monthly *School Journal* is being started in New Zealand by the Officer for Islands Education and two Samoan School Inspectors who were recently in New Zealand.
- (i) New salary scales have been established for European and Samoan teachers, which should make the teaching profession in Samoa more attractive. But the Samoan salary scale is still very low.

28. The Director of Education, Dr. Beeby, has recently proposed to the New Zealand Government the following steps for the development of education in Western Samoa :—

- (a) The staff of trained New Zealand teachers should be increased until such time as the Samoan educational system is able to produce Samoan teachers of the desired quality. In particular, the larger Grade II Schools should be placed under the control of Head Teachers, and have Infant-mistresses, seconded from New Zealand.
- (b) The Grade III schools should be increased in number and size, and additional New Zealand teachers should be appointed. Paid labour should be employed to supervise school plantations and to prepare food for the pupils.
- (c) Supplies of teaching materials should be provided in abundant quantities. As soon as possible the New Zealand Country Library Service should be extended to the Territory. Text-books and teachers' hand-books in English and Samoan should be prepared and made available to mission as well as Administration schools.
- (d) Teacher-training facilities should be improved, including the appointment of a New Zealand teacher for the model school, and the erection of new buildings. The policy of sending selected Samoan teachers to observe teaching methods used in New Zealand should be continued. In-service training for teachers through enrolment with the New Zealand Correspondence School should be expanded.
- (e) Adult education, by means of itinerant instructors, should be commenced. The practicability of a trade-training school, to be confined at first to night classes, should be investigated.
- (f) The scholarship system should be reviewed in the light of experience to date. This was regarded at its inception as a short-range plan, as the danger exists that pupils away for four to ten years will lose touch with their own people and customs. Every

effort should therefore be made to develop the local high-school facilities so that the full post-primary course can be provided in the Territory for greater numbers of pupils. When this goal is reached, the scholarships could be given only for higher specialized education to produce fully qualified personnel in various fields for which needs exist locally.

- (g) As the standard of attainment in the Grade II Schools is raised, an additional class (Standard IV) should be added. Continued efforts should be made to get pupils to commence school at an earlier age. Ultimately a system of compulsory education between fixed ages should be aimed at.
- (h) A comprehensive school buildings policy should be drawn up, and an annual sum should be granted to provide school furniture.

29. The New Zealand Government has notified the Mission that it desires, as part of its current plan directed towards the fostering of self-government, to establish in Samoa as soon as possible a high school. This would be staffed entirely by Europeans, and probably divided into two sections—an intermediate school and a senior high school. During the intermediate stage some preliminary classification of pupils would be made with a view to encouraging them in the later stages towards either academic or technical training according to individual aptitudes. The most promising pupils would be given opportunity to proceed to University level in New Zealand.

ANNEX II.—TEXT OF CHAPTERS XII AND XIII OF THE CHARTER OF THE UNITED NATIONS

CHAPTER XII.—INTERNATIONAL TRUSTEESHIP SYSTEM

Article 75

The United Nations shall establish under its authority an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent individual agreements. These territories are hereinafter referred to as trust territories.

Article 76

The basic objectives of the trusteeship system, in accordance with the Purposes of the United Nations laid down in Article 1 of the present Charter, shall be—

- (a) To further international peace and security ;
- (b) To promote the political, economic, social, and educational advancement of the inhabitants of the trust territories, and their progressive development towards self-government or independence as may be appropriate to the particular circumstances of each territory and its peoples and the freely expressed wishes of the people concerned, and as may be provided by the terms of each trusteeship agreement ;
- (c) To encourage respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion, and to encourage recognition of the inter-dependence of the people of the world ; and
- (d) To ensure equal treatment in social, economic, and commercial matters for all Members of the United Nations and their nationals and also equal treatment for the latter in the administration of justice, without prejudice to the attainment of the foregoing objectives and subject to the provisions of Article 80.

Article 77

1. The trusteeship system shall apply to such territories in the following categories as may be placed thereunder by means of trusteeship agreements :

- (a) Territories now held under mandate ;
- (b) Territories which may be detached from enemy states as a result of the Second World War ; and
- (c) Territories voluntarily placed under the system by states responsible for their administration.

2. It will be a matter for subsequent agreement as to which territories in the foregoing categories will be brought under the trusteeship system and upon what terms.

Article 78

The trusteeship system shall not apply to territories which have become members of the United Nations, relationship among which shall be based on respect for the principle of sovereign equality.

Article 79

The terms of trusteeship for each territory to be placed under the trusteeship system, including any alteration or amendment, shall be agreed upon by the states directly concerned, including the mandatory power in the case of territories held under mandate by a Member of the United Nations, and shall be approved as provided for in Articles 83 and 85.

Article 80

1. Except as may be agreed upon in individual trusteeship agreements, made under Articles 77, 79, and 81, placing each territory under the trusteeship system, and until such agreements have been concluded, nothing in this Chapter shall be construed in or of itself to alter in any manner the rights whatsoever of any states or any peoples or the terms of existing international instruments to which members of the United Nations may respectively be parties.

2. Paragraph 1 of this Article shall not be interpreted as giving grounds for delay or postponement of the negotiation and conclusion of agreements for placing mandated and other territories under the trusteeship system as provided for in Article 77.

Article 81

The trusteeship agreement shall in each case include the terms under which the trust territory will be administered and designate the authority which will exercise the administration of the trust territory. Such authority, hereinafter called the administering authority, may be one or more states or the Organization itself.

Article 82

There may be designated, in any trusteeship agreement, a strategic area or areas which may include part or all of the trust territory to which the agreement applies, without prejudice to any special agreement or agreements made under Article 45.

Article 83

1. All functions of the United Nations relating to strategic areas, including the approval of the terms of the trusteeship agreements and of their alteration or amendment, shall be exercised by the Security Council.

2. The basic objectives set forth in Article 76 shall be applicable to the people of each strategic area.

3. The Security Council shall, subject to the provisions of the trusteeship agreements and without prejudice to security considerations, avail itself of the assistance of the Trusteeship Council to perform those functions of the United Nations under the trusteeship system relating to political, economic, social, and educational matters in the strategic areas.

Article 84

It shall be the duty of the administering authority to ensure that the trust territory shall play its part in the maintenance of international peace and security. To this end the administering authority may make use of volunteer forces, facilities, and assistance from the trust territory in carrying out the obligations towards the Security Council undertaken in this regard by the administering authority, as well as for local defence and the maintenance of law and order within the trust territory.

Article 85

1. The functions of the United Nations with regard to trusteeship agreements for all areas not designated as strategic, including the approval of the terms of the trusteeship agreements and of their alteration or amendment, shall be exercised by the General Assembly.

2. The Trusteeship Council, operating under the authority of the General Assembly, shall assist the General Assembly in carrying out these functions.

CHAPTER XIII.—THE TRUSTEESHIP COUNCIL

COMPOSITION

Article 86

1. The Trusteeship Council shall consist of the following Members of the United Nations :

- (a) Those Members administering trust territories ;
- (b) Such of those Members mentioned by name in Article 29 as are not administering trust territories ; and
- (c) As many other Members elected for three-year terms by the General Assembly as may be necessary to ensure that the total number of members of the trusteeship Council is equally divided between those Members of the United Nations which administer trust territories and those which do not.

2. Each Member of the Trusteeship Council shall designate one specially qualified person to represent it therein.

FUNCTIONS AND POWERS

Article 87

The General Assembly and, under its authority, the Trusteeship Council, in carrying out their functions, may :

- (a) Consider reports submitted by the administering authority ;
- (b) Accept petitions and examine them in consultation with the administering authority ;
- (c) Provide for periodic visits to the respective trust territories at times agreed upon with the administering authority ; and
- (d) Take these and other actions in conformity with the terms of the trusteeship agreements.

Article 88

The Trusteeship Council shall formulate a questionnaire on the political, economic, social, and educational advancement of the inhabitants of each trust territory, and the administering authority for each trust territory within the competence of the General Assembly shall make an annual report to the General Assembly upon the basis of such questionnaire.

VOTING

Article 89

- 1. Each Member of the Trusteeship Council shall have one vote.
- 2. Decisions of the Trusteeship Council shall be made by a majority of the members present and voting.

PROCEDURE

Article 90

- 1. The Trusteeship Council shall adopt its own rules of procedure, including the method of selecting its President.
- 2. The Trusteeship Council shall meet as required in accordance with its rules, which shall include provision for the convening of meetings on the request of a majority of its members.

Article 91

The Trusteeship Council shall, when appropriate, avail itself of the assistance of the Economic and Social Council and of the specialized agencies in regard to matters with which they are respectively concerned,

ANNEX III.—TRUSTEESHIP AGREEMENT FOR THE TERRITORY OF WESTERN SAMOA

APPROVED BY THE GENERAL ASSEMBLY OF THE UNITED
NATIONS AT THE SIXTY-SECOND PLENARY MEETING OF
ITS FIRST SESSION ON 13 DECEMBER, 1946

WHEREAS the territory of Western Samoa has been administered in accordance with Article 22 of the Covenant of the League of Nations and pursuant to a mandate conferred upon His Britannic Majesty to be exercised on his behalf by the Government of New Zealand ;

Article 75

AND WHEREAS the Charter of the United Nations signed at San Francisco on 26 June 1945, provides for the establishment of an international trusteeship system for the administration and supervision of such territories as may be the subject of trusteeship agreements ;

Article 77

AND WHEREAS under the said Charter the international trusteeship system may be applied to territories now held under mandate ;

AND WHEREAS the Government of New Zealand have indicated their willingness that the said international trusteeship system be applied to Western Samoa ;

AND WHEREAS the said Charter provides further that the terms of trusteeship are to be approved by the United Nations.

Article 85

NOW THEREFORE, the General Assembly of the United Nations hereby resolves to approve the following terms of trusteeship for Western Samoa, in substitution for the terms of the aforesaid mandate.

Article 1

The Territory to which this Agreement applies is the territory known as Western Samoa, comprising the islands of Upolu, Savai'i, Manono, and Apolima, together with all other islands and rocks adjacent thereto.

Article 2

The Government of New Zealand are hereby designated as the Administering Authority for Western Samoa.

Article 3

The Administering Authority shall have full powers of administration, legislation and jurisdiction over the territory, subject to the provisions of this Agreement, and of the Charter of the United Nations, and may apply to the Territory, subject to any modifications which the Administering Authority may consider desirable, such of the Laws of New Zealand as may seem appropriate to local conditions and requirements.

Article 4

The Administering Authority undertakes to administer Western Samoa in such a manner as to achieve in that Territory the basic objectives of the international trusteeship system, as expressed in Article 76 of the Charter of the United Nations, namely :

- “ (a) To further international peace and security ;
- “ (b) To promote the political, economic, social and educational advancement of the inhabitants of the trust territories, and their progressive development towards self-government or independence as may be appropriate to the particular circumstances of each territory and its peoples and the freely expressed wishes of the peoples concerned, and as may be provided by the terms of each trusteeship agreement ;
- “ (c) To encourage respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language or religion, and to encourage recognition of the interdependence of the peoples of the world ; and
- “ (d) To ensure equal treatment in social, economic, and commercial matters for all Members of the United Nations and their nationals, and also equal treatment for the latter in the administration of justice, without prejudice to the attainment of the foregoing objectives and subject to the provisions of Article 80.”

Article 5

The Administering Authority shall promote the development of free political institutions suited to Western Samoa. To this end and as may be appropriate to the particular circumstances of the Territory and its peoples, the Administering Authority shall assure to the inhabitants of Western Samoa a progressively increasing share in the administrative and other services of the Territory, shall develop the participation of the inhabitants of Western Samoa in advisory and legislative bodies and in the government of the Territory, and shall take all other appropriate measures with a view to the political advancement of the inhabitants of Western Samoa in accordance with Article 76 (b) of the Charter of the United Nations.

Article 6

In pursuance of its undertaking to promote the social advancement of the inhabitants of the Trust Territory, and without in any way limiting its obligations thereunder, the Administering Authority shall :

1. Prohibit all forms of slavery and slave-trading ;
2. Prohibit all forms of forced or compulsory labour, except for essential public works and services as specifically authorized by the local administration and then only in times of public emergency, with adequate remuneration and adequate protection of the welfare of the workers ;
3. Control the traffic in arms and ammunition ;
4. Control, in the interest of the inhabitants, the manufacture, importation and distribution of intoxicating spirits and beverages ; and
5. Control the production, importation, manufacture, and distribution of opium and narcotic drugs.

Article 7

The Administering Authority undertakes to apply in Western Samoa the provisions of any international conventions and recommendations as drawn up by the United Nations or its specialized agencies which are, in the opinion of the Administering Authority, appropriate to the needs and conditions of the Trust Territory, and conducive to the achievement of the basic objectives of the international trusteeship system.

Article 8

In framing the laws to be applied in Western Samoa, the Administering Authority shall take into consideration Samoan customs and usages and shall respect the rights and safeguard the interests, both present and future, of the Samoan population.

In particular, the laws relating to the holding or transfer of land shall ensure that no native land may be transferred save with the prior consent of the competent public authority and that no right over native land in favour of any person not a Samoan may be created except with the same consent.

Article 9

The Administering Authority shall ensure in the Territory freedom of conscience and the free exercise of all forms of worship, and shall allow missionaries, nationals of any State Member of the United Nations, to enter into, travel and reside in the Territory for the purpose of prosecuting their calling. The provisions of this Article shall not, however, affect the right and duty of the Administering Authority to exercise such control as it may consider necessary for the maintenance of peace, order and good government.

Article 10

The Administering Authority shall ensure that the Trust Territory of Western Samoa shall play its part, in accordance with the Charter of the United Nations, in the maintenance of international peace and security. To this end the Administering Authority shall be entitled :

1. To establish naval, military, and air bases and to erect fortifications in the Trust Territory.
2. To station and employ armed forces in the Territory.
3. To make use of volunteer forces, facilities and assistance from the Trust Territory in carrying out the obligations toward the Security Council undertaken in this regard by the Administering Authority, as well as for local defence and the maintenance of law and order within the Trust Territory.
4. To take all such other measures in accordance with the Purposes and Principles of the Charter of the United Nations as are in the opinion of the Administering Authority necessary to the maintenance of international peace and security and the defence of Western Samoa.

Article 11

The Administering Authority shall as may be appropriate to the circumstances of the Trust Territory, continue and extend a general system of education, including post-primary education and professional training.

Article 12

Subject only to the requirements of public order, the Administering Authority shall guarantee to the inhabitants of the Trust Territory, freedom of speech, of the press, of assembly and of petition.

Article 13

The Administering Authority may arrange for the co-operation of Western Samoa in any regional advisory commission, regional technical organization or other voluntary association of states, any specialized international bodies, public or private, or other forms of international activity not inconsistent with the Charter of the United Nations.

Article 14

The Administering Authority shall make to the General Assembly of the United Nations an annual report on the basis of a questionnaire drawn up by the Trusteeship Council in accordance with the Charter of the United Nations and shall otherwise collaborate fully with the Trusteeship Council in the discharge of all the Council's functions in accordance with Articles 87 and 88 of the Charter. The Administering Authority shall arrange to be represented at the sessions of the Trusteeship Council at which the reports of the Administering Authority with regard to Western Samoa are considered.

Article 15

The terms of this Agreement shall not be altered or amended except as provided in Article 79 of the Charter of the United Nations.

Article 16

If any dispute should arise between the Administering Authority and another Member of the United Nations, relating to the interpretation or application of the provisions of this Agreement, such dispute, if it cannot be settled by negotiation or similar means, shall be submitted to the International Court of Justice.

(The full text of Chapters XII and XIII of the Charter (see above) is annexed to the Trusteeship Agreement for Western Samoa as an integral part of that Agreement.)

ANNEX IV.—PETITION OF 18 NOVEMBER, 1946,
FROM THE SAMOAN LEADERS

A. PETITION

Apia, Western Samoa,
28th November, 1946.

His Excellency,
The Administrator of Western Samoa,
Apia.

SIR :

We, the Fautua, Members of the Legislative Council, Associate Judges, Faipule and District Representatives of all Western Samoa, respectfully ask you to submit to the present session of the United Nations Organization through the New Zealand Government, the freely-expressed wishes of the Samoan people as declared at a *fono* held at Mulinu'u on the 18th November, 1946, based on our firm belief in the principles of the Atlantic Charter which have been proclaimed throughout the world and confirmed by the House of Parliament in New Zealand and for which millions of lives have been sacrificed.

The proposed Draft Agreement of the Trusteeship concerning which you sought our views was discussed at length at the said *fono* and, while we recognise that this represents an advance upon the Mandate, we feel that an acceptance of it would bring us no nearer our ultimate aim of self-government for which we have earnestly and consistently striven under the Mandate.

We are appreciative of the progress in social services and the sympathetic treatment accorded to us during the past ten years by the Labour Government and would like to express herein our sincere gratitude for the efforts made on behalf of the rights of the small nations by the Right Honourable, the Prime Minister, before the Council of the United Nations' Organization.

On the basis of the sacred rights of self-government as upheld and defended by the British Commonwealth of Nations and, on the principles of the Atlantic Charter, we feel confident that our resolutions, as set out hereunder, will be granted ;—

1. We humbly beseech that Samoa be granted self-government.
2. We earnestly pray that New Zealand will see fit to act as Protector and adviser to Samoa in the same capacity as England is to Tonga.
3. We sincerely pray that the unnatural division of the islands of the Samoan Group enforced by the three Powers in the past without the consent of the Samoans be left in abeyance until a meeting can be arranged between Eastern and Western Samoa.

Yours very respectfully,

MATAAFA F. F., Fautua	TUPUA TAMASESE, Fautua	MALIETOA T., II, Fautua.
TUALAULELEI M., Member of Legislative Council	PULEPULE TU'I, Member of Legislative Council	I. SAVEA ALII, Member of the Legislative Council.
S. MELEISEA F., Member of the Legislative Council	TUALA TULO, Associate Judge	....., Associate Judge
....., Associate Judge.		

Faipule and District Representatives

<i>Faipule</i>		<i>Sui</i> (Representative).		<i>Nu'u</i> (District or Village).
1. T. TO'OMATA	..	SEVE FOLOTOTO	..	Fagafau.
		TOGAGA'E TASI	..	Samata.
2. S. VUI M.	..	VUI TALITU	..	Lano.
		FA'ALOTO	..	Pu'apu'a.
3. TAGALOA	..	LEOTA	..	Solosolo.
		LUAFALEALO	..	Luatuanu'u.
4.				

Faipule and District Representatives

<i>Faipule.</i>		<i>Sui.</i>		<i>Nu'u.</i>
1. FUTU	..	LEIATAUA	..	Manono.
		TUILAIPA		
2. TALAMAIVAO	..	OLAAIGA	..	Fagaloa.
		TAUA'A	..	Faleapuna.
3. MAI	..	PILIA'E	..	Leulumoega.
		FAGA	..	Nofoali'i.
4. TUITAMA	..	TAU'AU TUI	..	Fasitoouta.
		LEAUPEPE F.	..	Faleasi'u.
5. TUPUOLA	..	FAOLOTOI	..	Lepa.
		AUELUA T.	..	Lepa.
6. TE'O SIMAILE	..	TUATAGALOA	..	Poutasi.
		F. MELEISEA	..	Poutasi.
7. MATAIA E.	..	LELEUA	..	Vaimoso.
		SI'ALES	..	Lepea.
8. FOLASA	..	PEI USU	..	Neiafu.
		USU	..	Tufu.
9. J. B. FONOTI	..	LEAEGA	..	Lotofaga.
		TAUA'A	..	Lotofaga.
10. T. TAULEALEA, F. P.	..	MANEA S.	..	Safune.
		FUIMAONO	..	Safune.
11. PULA, F. P.	..	FESALA'I	..	Saleimoa.
				Saleimoa.
12. UNASA, F. P.	..	SEGI SAALOA	..	Saasaai.
		TOFA PELETI	..	Saipipi.
13. MATAIA	..	ANAPU	..	Saanapu.
		TUIA	..	Vaie'e.
14. TOFAEONO	..	ATANO	..	Siumu.
		FAOAGALI M.	..	Siumu.
15.	..	LELAGA	..	Faleaseela.
		LEMALU	..	Lefaga.

Faipule and District Representatives—continued

<i>Faipule.</i>		<i>Sui.</i>		<i>Nu'u.</i>
16. TAFUA ..	..	TUISILA ..	..	Mutiatele.
		AUMUA ..	..	Saleaamua.
17. SAVEA ..	..	MAULOLO P.	..	Afega.
		FATA TAMATI	..	Malie.
18. ANAE U.	..	PUNI ..	..	Samatau.
		NANAI ..	..	Falelatai.
19. SAIPAIA ..	..	LETELE ..	..	Faleatiu.
		VA'A ..	..	Satui.
20. FAAMATUAINU ..	..	T. LELAFU	..	Falefa.
		FEESAGO ..	..	Lufilufi.
21. R. MAGELE, F. P...		TOFILAU MOELOA	..	Iva.
		MATAMUA	..	Salelologa.
22. TAUTAIOLFUE ..	..	FAASOO F.	..	Saleaula.
		TEVAGA ..	..	Lealatele.
23. ..		TIATIA ..	..	Matautu.
		FAAMOE ..	..	Matautu.
24. ALE M.	..	ULU M. ..	..	Toamua.
		KOE ..	..	Vaitele.
25. LAVEA ..	..	TUILOA ..	..	Safotu.
		TIMU	..	Safotu.
26. PATU ..	..	TOFAEONO M.	..	Vaiala.
		TUILETUFUGA	..	Apia.
27. SALA ..	..	SALA S. ..	..	Leauva'a.
		TEVAGA ..	..	Leauva'a.
28. TAPUSOA ..	..	SU'A ..	..	Sataua.
		MATA'U ..	..	Sataua.
29. TOLUONO ..	..	MATA'APA	..	Palauli.
		LAGAIA ..	..	Faaala.
30. N. SOLIA ..	..	M. SEUMANUTAPA	..	Falealupo.
		AUVA'A ..	..	Falealupo.
31. M. FAIMALO ..	..	LEIFI ..	..	Lalomanu.
		SAGAPOLU	..	Ulutogia.
32. FAO ..	..	TUFUGA PISA	..	Asau.
		MASOE ..	..	Asau.
33. NANAI, F. P.	..	..	..	Sasina.
34. TUILAGI ..	..	PA'U SITIVENI	..	Safotulafai.
		M. LIO MATUA	..	Sapapali'i.
36. ASIATA M.	..	TAVUI M.	..	Satupaitea.
		LEMATUA R.	..	Satupaitea.
37. ULUPOAO T. L.	..	TIATIA TASI	..	Gataivai.
		LAUMAU ..	..	Puleia.
38. TUISUGA ..	..	SAMOA I.	..	Vailele.
		FUAMATU I.	..	Fagali'i.
39. TAUAVAMEA ..	..	U. NAEA ..	..	Sala'ilua.
		TOILOLO ..	..	Taga.

B. LETTER FROM THE NEW ZEALAND GOVERNMENT
TRANSMITTING THE PETITION TO THE UNITED
NATIONS

Minister of External Affairs,
Wellington, N.Z., 24 January 1947

Sir,

I have the honour to transmit herewith, for submission to the Trusteeship Council, *a petition from representative Samoan Leaders of Western Samoa.*

2. The occasion on which the petition was prepared and presented to the Administrator was a public gathering to which the Administrator invited all Samoans who wished to attend, in order to discuss the proposed Trusteeship Agreement for the territory in the draft form in which it was presented to you on 28 October, 1946. The Administrator informed the petitioners that their views would be made known to the United Nations and that the petition would be placed before the Trusteeship Council upon its formation. It will be recalled that the New Zealand representative informed Sub-Committee I of Committee IV at its meeting on 23 November, and during discussions in subsequent meetings, that the Samoans had expressed themselves as not desiring a Trusteeship Agreement but immediate self-government.

3. The New Zealand Government will be pleased to learn, in due course, what arrangements are proposed for the examination of this petition in consultation with the Administering Authority.

I have the honour to be,

Sir,

Your obedient servant,

(Sgd.) P. FRASER,
Minister of External Affairs.

The Secretary-General,
United Nations,
P.O. Box 1000,
NEW YORK, 1. N.Y.

ANNEX V.—STATEMENT MADE BY THE MISSION UPON ITS ARRIVAL IN WESTERN SAMOA ON 4 JULY, 1947

The United Nations Mission to Western Samoa in a sense represents all mankind. It was sent to Western Samoa by the United Nations which is a kind of world Fono organised to promote universal peace and wellbeing. Fifty-five nations including New Zealand are members of this organization.

In order to achieve its basic purpose, the United Nations has six principal organs; the General Assembly, the Security Council, the Economic and Social Council, the Trusteeship Council, the International Court of Justice and the Secretariat. This Mission represents the Trusteeship Council which is the organ principally responsible for the operation of the International Trusteeship System.

As is well known, Western Samoa has come within this system because the New Zealand Government, which was the mandatory Power in the days of the League of Nations, considered that it is responsible to the world as a whole for its conduct of the administration here. At the same time the organised community of nations feels its own responsibility for the welfare and progressive development of the peoples of Western Samoa and of the other trust territories.

The main objectives of the Trusteeship System as set forth in the United Nations Charter (Article 76) are four:

- (a) To further international peace and security;
- (b) To promote the political, economic, social, and educational advancement of the inhabitants of the trust territories, and their progressive development towards self-government or independence as may be appropriate to the particular circumstances of each territory and its peoples and the freely expressed wishes of the peoples concerned, and as may be provided by the terms of each trusteeship agreement;
- (c) To encourage respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language or religion, and to encourage recognition of the interdependence of the peoples of the world; and
- (d) To ensure equal treatment in social, economic and commercial matters for all Members of the United Nations and their nationals, and also equal treatment for the latter in the administration of justice, without prejudice to the attainment of the foregoing objectives and subject to the provisions of Article 80 of the Charter.

In order to ensure the fulfilment of these objectives the Trusteeship Council was set up with power to receive and examine annual reports from the administering authorities dealing with the administration of the trust territories, to receive petitions concerning trust territories and to conduct periodic visits to these territories.

The Council consists of all the States which administer trust territories and an equal number of States which do not have administrative responsibilities. The five powers which are permanent members of the Security Council, namely the United Kingdom, China, the Soviet Union, France and the United States must always be members of the Trusteeship Council whether they administer trust territories or not. At present there are five administering members—the United Kingdom, France, New Zealand, Australia and Belgium. The other five members are China, the United States, the Soviet Union, Mexico and Iraq.

In the trusteeship system the Government of New Zealand is entrusted with the administration of Western Samoa. The New Zealand Government is a party to the Charter of the United Nations and also to the Trusteeship Agreement and is responsible for promoting in Western Samoa the objectives of the trusteeship system. The Administration of Western Samoa by the New Zealand Government is subject to the supervision of the Trusteeship Council and the General Assembly.

The possibility of direct contacts between the people of Western Samoa and the Trusteeship Council is secured by the provisions concerning petitions and periodic visits to the Territory. In accordance with the Charter of the United Nations and the terms of the agreement by which this Territory was placed within the system of trusteeship, the New Zealand Government has transmitted to the Trusteeship Council your petition requesting self-government and asking further that an end be put to the division between Western Samoa and Eastern Samoa under United States administration.

One of the underlying objectives of the Trusteeship System includes the “ progressive development ” of the inhabitants of the trust territories “ towards self-government or independence, as may be appropriate to the particular circumstances of each territory and its peoples and the freely expressed wishes of the peoples concerned.” Your petition relates to the application of this provision to Western Samoa.

It was in response to your petition and to manifest the Trusteeship Council's deep interest in your welfare that it established this Mission and sent us here to learn the relevant facts and to report our findings back to the Trusteeship Council. It is not for us to make any decision. But it is our purpose to discover all the necessary information which will enable the Trusteeship Council to make just, appropriate and wise recommendations with respect to your petition. Any change in the Islands' administration will require the concurrence of the New Zealand Government. In discussions in New Zealand the Mission has been assured by the Prime Minister that the New Zealand Government will give the greatest weight to the recommendations following this Mission's visit to Western Samoa.

We welcome your assistance and co-operation.

ANNEX VI.—POINTS SUBMITTED TO THE MISSION
BY THE EUROPEAN CITIZENS' COMMITTEE ON
9 JULY, 1947, INCLUDING AMENDMENTS MADE
ON 11 AUGUST, 1947

POINT 1.—TRANSITION PERIOD

That a transition period of ten (10) years be established during which time the people of Samoa are to be trained for self-government, to be followed by a further period if found necessary :—

- (a) During this period New Zealand officials to be gradually replaced by Samoans and local Europeans whenever vacancies occur and when capable persons are available for such positions.
- (b) Present locally-appointed officials to take up advanced courses on subjects relative to their present jobs with the view of qualifying them for higher positions.

POINT 2.—LEGISLATION

That the present constitution of the Legislative Council be changed and replaced as follows :—

- (a) Members of the Legislative Council should be elected from the permanent European residents of the country and Samoans.
- (b) Council to consist of seven (7) Samoans and five (5) Europeans and not more than six (6) Government officials.
- (c) The Administrator to have the power of Veto.
- (d) Europeans to be elected by ballot according to the present franchise.
- (e) Samoan members to be appointed or elected according to Samoan customs.
- (f) Term of Office of Legislative Council members to be three (3) years.

POINT 3.—FINANCE

That a Finance Board be appointed by the Legislative Council consisting of not less than three and not more than five members to constitute the Board :—

- (a) The Board to review all estimates of expenditure and revenue before the commencement of each financial year and to be submitted with their recommendations to the Legislative Council.
- (b) All estimates of expenditure must be passed by the Legislative Council on a majority vote.

POINT 4.—EDUCATION

That the Committee fully supports the system of education outlined by Mr. Parsonage when he addressed the *Fono* of *Faipule* in August September, 1946, and with the following added recommendations :—

- (a) That additional facilities be made immediately available at Apia for high-school training equal to New Zealand high-school standards. The aim will be to provide yearly from the high school a number of Public Service entrants to fill junior public servant positions now held by imported officials.
- (b) Scholarships to be provided for the outstanding pupils of the high schools who are desirous of seeking advanced training overseas on specialized subjects.

- (c) The establishment of night classes in conjunction with the high school to afford opportunity for instructions in further advancement in commercial, administrative, and technical subjects.
- (d) Recommend compulsory education making the elementary school age from five to sixteen years, and also the enforcement of a leaving age to be decided upon by the Board of Education.
- (e) That a Board of Education be set up to go into all matters pertaining to education.

POINT 5.—HOUSE OF *FAIPULE*

That the functions of the House of *Faipule* remain as it is to-day :—

- (a) That a system of equal representation based on population be recommended to the Samoans as follows—

- 1 *Faipule* for district with population up to 2,000.
- 2 *Faipule* for district with population from 2,000 up to 5,000.
- 3 *Faipule* for district with population from 5,000 up to 7,500.
- 4 *Faipule* for district with population from 7,500 up to 10,000.

(See attached list for proposed set up as above.)

POINT 6.—AGRICULTURE

That a Department of Agriculture be set up with a Director of Agriculture and assisted by a small Board to act as advisers and formed from local planters.

PROPOSED SET-UP OF FAIPULE ACCORDING TO POPULATION IN EACH DISTRICT

Districts.	Population.	Present Number.	Proposed Number.
UPOLU ISLAND			
Vaimauga	9,023	2*	4
Faleata	4,875	2	2
Sagaga and Leauvaa	5,218	3	3
Aana Matu (north)	5,467	3	3
Falelatai and Samatau	1,484	1	1
Lefaga and Saleaula	1,696	1	1
Tuamasaga (south)	2,712	2	2
Falealili	2,185	1*	2
Lotofaga and Lepa	1,495	2*	1
Aleipata	2,444	2	2
Vaa-o-Fonoti	1,340	1	1
Anoama'a	4,133	2	2
Aiga-i-le-tai	1,696	1-23	1-25
Savai'i Island			
Fa'asaleleaga	5,409	4*	3
Gaga'emauga	2,145	2	2
Gagaifomauga	2,759	3*	2
Vaisigago	1,461	2*	1
Falcalupo	510	1	1
Alataua Sisifo (west)	842	1	1
Salaga	1,152	1	1
Palauli (west)	1,323	1	1
Satupa'itea	852	1	1
Palauli (east)	1,295	1	1
Palauli (Falefa)	906	1-18	1-15

NOTE.—* is where change suggested.

ANNEX VII.—POINTS REGARDING SELF-GOVERNMENT RECOMMENDED TO THE MISSION BY THE *FAUTUAS*, MEMBERS OF THE LEGISLATIVE COUNCIL, *FAIPULES*, ASSOCIATE JUDGES, AND DISTRICT REPRESENTATIVES OF WESTERN SAMOA

COMMUNICATED TO THE MISSION BY THE HON. TAMASESE ON
25 JULY 1947

- (1) Head of State .. The three *Fautuas*.
- (2) Parliament or Legislative body 41 Samoan Representatives (*Faipules*)
3 or 4 European Representatives (proportion to total population 1/12).
Heads of Departments to be present at meetings but they have no vote.
- (3) New Zealand Representative in Samoa
 - (a) The New Zealand representative to have the power of veto excepting the following subjects:—
Sales of lands and immigrants, except missionaries, Government officials, and people required by firms for positions that cannot be filled by local people, under contract for a certain period.
 - (b) The representative of New Zealand should be the protector or Consul for foreigners.
 - (c) A resolution passed by the *Fono* of representatives and vetoed by the New Zealand representative could be referred to the United Nations for final decision.
- (4) Advisory Committee ..
 - (1) Health.
 - (2) Education
 - (3) Public Works.
 - (4) Finance.
 - (5) Agricultural.

All the above Committees' decisions or recommendations will be put before the *Fono* of *Faipule* for their approval.
There should be a Board with full power to select local people on their merits for government positions.
- (5) Crown Estate Lands (New Zealand Reparation Estates)

The petition of the Samoans is for the Crown Estate lands to be given back to the Samoan Government for the future generations because land does not increase, but the population increases every year.

ANNEX VIII.—STATEMENT MADE IN THE HOUSE OF REPRESENTATIVES OF NEW ZEALAND ON 27 AUGUST, 1947, BY ACTING PRIME MINISTER, THE RIGHT HON. W. NASH, ON POLITICAL ADVANCEMENT IN WESTERN SAMOA

INTRODUCTION

I desire to inform the House that the Government have under consideration certain constitutional changes in Western Samoa. The House will recall that, soon after the Government assumed office, they became aware that the aspirations and political development of the Samoans enabled them to take a more responsible part in the Government of the Territory.

In the period before 1939 some preliminary steps were taken towards giving the Samoan people a greater voice in the management of their own affairs, but the disturbed conditions resulting from the war delayed the development of further measures directed to this end. In 1944 the Prime Minister, accompanied by Mr. A. G. Osborne, M.P., Parliamentary Under-Secretary, visited Samoa to learn at first hand the ideas held by the Samoan leaders themselves regarding political advancement.

TRUSTEESHIP AGREEMENT

In October, 1946, a draft trusteeship agreement for Western Samoa was submitted to the United Nations by the New Zealand Government, and placed before the General Assembly for consideration and approval. This provided for the replacement of the League of Nations' mandate by the trusteeship agreement, which brought the territory within the framework of the international trusteeship system, established under the Charter of the United Nations. The agreement was approved by the General Assembly on 13th December, 1946.

In the meantime the Samoan people had been consulted regarding the terms of the draft. Their representatives declared that they recognized that the trusteeship agreement marked an advance on the mandate, and they stated their appreciation of the sympathetic manner in which they had been treated by the Government and of the progress made during the past ten years in developing social services, but they felt that their ultimate aim of self-government would not be furthered by accepting the agreement. Accordingly, they asked that Samoa be granted self-government and that New Zealand remain as adviser and protector of Samoa.

CONSULTATIONS IN SAMOA

During recent months the Government have carefully studied the whole question, and consulted with the Samoan leaders to discover in what manner the wishes of the Samoans can best be met in the immediate future.

In undertaking this task the Government have been greatly helped in an examination of the position by the members of the United Nations Mission, which, at New Zealand's request, is visiting Western Samoa in connection with the Samoan petition to the United Nations Trusteeship Council.

OBLIGATIONS OF TRUSTEESHIP

Under the terms of the trusteeship agreement New Zealand is charged with the responsibility of progressively increasing the participation of the Samoan people in the control of their own affairs. Our consultations with the Samoan leaders have led us to believe that a substantial step forward can now be taken. Accordingly, the Government have worked out plans which will give the Samoans an increased measure of responsibility immediately, and prepare them for taking further progressive steps towards self-government. These plans are now being discussed with the representatives of the Samoan people.

The details of the Government's proposals are :—

COUNCIL OF STATE

The establishment of a Council of State to advise the Administrator or the High Commissioner, as he may in future be called, on all important matters of policy affecting the territory. This Council would be composed of the Administrator, as representative of New Zealand, and the three *Fautua*, who are, at present, the acknowledged representatives of the Samoan people. Future appointments to the Council would be made by the Governor-General on the nomination of the members of the *Fono* of *Faipule*, and the Samoan members of the legislature sitting together.

LEGISLATURE

It is proposed to replace the present Legislative Council by a legislature in which the Samoan members would have an absolute majority. This body would be composed of the following groups :—

The members of the Council of State ;

Eleven members nominated by the *Fono* of *Faipule* ;

Five representatives of the local European community elected under adult suffrage ;

Six official members.

The Administrator would act as President of the Legislature, and would possess only a casting vote. The three *Fautua* would have all the rights of ordinary members.

POWERS OF LEGISLATURE

Whereas in the past the powers of the Legislative Council were limited, it is proposed that for the future the legislature should have full powers in all matters affecting the territory. In the case of legislation on the following subjects, however, the consent of the New Zealand Government is necessary before it becomes law—external affairs, defence, the control of the Public Service, the imposition of discriminatory Customs duties, currency and banking, immigration, and any matters affecting the prerogative of the Crown or the title to Crown lands.

In view of her position under the trusteeship agreement, New Zealand must continue to hold general reserve powers of legislation and of disallowance of local legislation. But this necessary reserve power will not restrain the exercise of a real initiative and responsibility by the new Samoan legislature.

In regard to finance, control would be vested in the Legislature, but measures dealing with financial matters or involving expenditure would only be introduced with the consent of the Administrator. The audit of the finances of the territory would continue to be made by the New Zealand Controller and Auditor-General.

GOVERNMENT OF WESTERN SAMOA

In future it is proposed that the title "Administration of Western Samoa" should be replaced by that of "Government of Western Samoa." This might require a number of other consequential changes, such as a change in the title of "Secretary to the Administration" to that of "Chief Secretary."

FONO OF FAIPULE

The *Fono of Faipule*, or Samoan Advisory Council, which consists of forty-one district representatives, would remain constituted as at present ; its principal function being, in addition to that of nominating the Samoan members of the legislature and the holders of various other offices, to keep the Government and the Legislature aware of the opinions of the people in the outer villages.

SAMOAN PUBLIC SERVICE

The Samoan Public Service would be removed from the control of the New Zealand Public Service Commission, and an independent Public Service authority would be appointed in Samoa. It would be the special function of this new authority to find means of promoting local people, both Samoan and European, to positions of responsibility as quickly as possible. In this connection both the New Zealand Government and the Samoan leaders are aware that promotion of local Civil servants to the higher posts depended upon our ability to push forward as rapidly as possible with our proposals for giving specialized training to officers already in the Samoan Public Service, and for providing young Samoans with the best possible education.

PROFITS FROM REPARATION ESTATES

The Prime Minister declared during his visit to Samoa that he believed that in future all the profits made by the New Zealand Reparation Estates should be used for the benefit of Samoa. Many grants had been made from the New Zealand Treasury for the construction of roads, for the establishment of scholarships, for the building of a broadcasting-station, and for other purposes. It was intended to continue this practice and, possibly, to give it some legal form by the establishment of a Samoan Development Fund, to which the profits of the Reparation Estates would be paid and from which grants would be made.

OTHER QUESTIONS

There are, in addition, certain proposals of less immediate importance which the Government wishes to discuss with the representatives of the people of Samoa during the coming year. One of these is the question of Samoan status. The Samoans are anxious that any risk of an eventual clash of interests between persons of Samoan status and persons of European status shall be avoided. They hope, instead, that all those who regard Samoa as their permanent home will gradually move towards the possession of a common status. Another question which the Government wishes to see discussed is that of local-body government for the villages and for Apia. These are matters, however, which the proposed new Legislature and the *Fono* of *Faipule* should have an opportunity of considering fully before any action is taken.

CONCLUSION

Conferences with the *Fautua* have been held in an atmosphere of the greatest frankness and friendliness, and the Government's proposals will now be discussed fully at a meeting being held with district representatives.

The United Nations Mission in Samoa has been kept informed of our plans. Their own report has not yet been submitted to the Trusteeship Council, but the Government will give full consideration to any proposals that they may make regarding the Government of the Territory. From our examination of the position and our discussions with the Samoan leaders we are convinced that the plans we have elaborated for the development of self-government in the territory represent a real and, I believe, a welcome advance for the people of Samoa.

The present proposals are intended only as the first steps in a process which will not end until the Samoan people are able to assume full responsibility for the control of their own affairs.